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R.C.C. No. 15

RAILWAY CONVENTION COMMITTEE, 1973

SEVENTH REPORT

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(Action taken by Government on the recommendations
contained in the Fifth Report of the Railway Con-
vention Committee, 1971 on Requirements and
Availability of Wagons)



LOK SABHA SECRETARIAT
NEW DELHI

April, 1975/Chaitra, 1897 (Saka)

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C O R R I G E N D A

SEVENTH REPORT OF THE RAILWAY CONVENTION COMMITTEE (PRESENTED ON 9.5.75)

e	Para	Lines	For	Read
	31	3	"and"	" had"
	33	11	"constrains"	"constraints"
	36	9	"two"	"too"
	39	10	"efficiency"	"efficiently"
	13	1-	"he"	"tho"
	47	6	"to"	"of"
	in last para		"47"	"48"
	re-numbered			
	para 48, line 1		"regret to have to point out that the Railways"	"find from a note from the Ministry of Railways"
	3	1	"nationalisation"	"rationalisation"
	para 3 in bracket for		"4226 dated 15th March, 1974"	"4224 dated 27th July, 1974"
	last para	4	"some"	"some"
	First para in bracket		"27.2.1974"	"27.7.1974"
	first para	1	"note"	"noted"
	last para	5	"warning"	"warning"
	1	6	"disloaction"	"dislocation"
	2	2	"fork"	"for"
	last	4	delete 'Report'	
	2	9 and 10	delete from "resources to sectors"	
	2	10	"are"	"more"
	2	6	"bullion"	"billion"
	2	16	"solution"	"suggestion"
	2	2	"extent"	"extent"
	3	3	"original"	"original"
	3	5	"facts"	"facets"
	3	9	"cases"	"causes"
	3	3	"representation"	"representatives"
	1	4	"last"	"late"
	1	13	"raining"	"refining"
	2	4	"least"	"lest"
	(a)	1	"date"	"date"
	1	11	"errative"	"erratic"

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LIST OF MEMBERS OF THE RAILWAY CONVENTION
COMMITTEE (1973)

Shri B. S. Murthy—*Chairman*

2. Shri Jagadish Bhattacharya
3. Shri Chandrika Prasad
4. Shri S. A. Kader
5. Shri M. Kalyanasundaram
6. Shri Tha Kiruttinan
7. Shri Mukhtiar Singh Malik
8. Shri G. S. Mishra
9. Shri Damodar Pandey
10. Shri Chintamani Panigrahi
11. Shri S. B. Patil
12. Shri Mohd. Shafi Qureshi*
13. Shri C. Subramaniam**
14. Shri Virbhadra Singh
15. Shri Lal K. Advani***
16. Dr. K. Nagappa Alva
17. Shri N. C. Buragohain***
18. Shri Yogendra Makwana
19. Shri Kota Punnaiah
20. Shri Nageshwar Prasad Shahi
21. Shri Gunanand Thakur***

SECRETARIAT

Shri Avtar Singh Rikhy—*Additional Secretary.*

Shri Jainti Prasad Goel—*Senior Financial Committee
Officer.*

*Nominated on March, 1975 in the vacancy caused by the death of Shri L. N. Mishra.

**Nominated on 5th December, 1974 *vice* Shri Y. B. Chavan resigned from the Membership of the committee.

***Nominated on 9th May, 1974 *vice* Dr. Bhai Mahavir retired from Rajya Sabha and Servashri Harsh Deo Malaviya and Mohd. Usman Arif resigned from the Membership of the Committee.

**SUB-COMMITTEE OF THE RAILWAY CONVENTION
COMMITTEE, 1973**

Shri B. S. Murthy—*Chairman*

2. Shri Lal K. Advani—*Convener*

• **MEMBERS**

3. Shri Jagadish Bhattacharya

4. Shri Chandrika Prasad

5. Shri Damodar Pandey

6. Shri Chintamani Panigrahi

7. Shri Nageshwar Prasad Shahi

INTRODUCTION

I, the Chairman, Railway Convention Committee, 1973 having been authorised by the Committee, present this Seventh Report of the Railway Convention Committee, 1973 on action taken by Government on the recommendations contained in the Fifth Report of the Railway Convention Committee, 1971 on "Requirements and Availability of Wagons."

2. The Fifth Report of the Railway Convention Committee, 1971 was presented to both the Houses of Parliament on the 27th April, 1973. Government furnished their replies indicating the action taken on the recommendations contained in the Report on the 15th March and 27th July, 1974.

The replies of Government were referred by the Committee to their Sub Committee consisting of seven Members on "Requirements and availability of Wagons" constituted on 25-11-1974 as per the decision of the Committee taken at their sitting held on the 20th November, 1974.

The Sub-Committee considered the replies of Government at their sittings held on the 18th, 23rd, 24th December, 1974 and 12th and 18th March, 1975 and finalised their comments thereon and the draft Chapter I containing the Report. The Report was subsequently adopted by the Committee on the 25th March, 1975.

3. The Report has been divided into the following Chapters:

- I. Report.
- II. Recommendations which have been accepted by Government.
- III. Recommendations which the Committee do not desire to pursue in view of Government's reply.
- IV. Recommendations in respect of which Government's replies have not been accepted by the Committee.

4. An analysis of the action taken by Government on the recommendations contained in the Fifth Report of the Railway Convention Committee, 1971 is given in Appendix. It would be observed therefrom that out of 96 recommendations made in the Report, 60 recommendations (i.e.) 62.5 per cent have been accepted by the Govern-

ment and the Committee do not desire to pursue 12 recommendations (i.e.) 12.5 per cent, in view of Government's replies. The replies in respect of 24 recommendations (i.e.) 25 per cent have not been accepted by the Committee.

NEW DELHI,
April 16, 1975

Chaitra 26, 1897 (S)

B. S. MURTHY,
Chairman,
Railway Convention Committee.

CHAPTER I

REPORT

Forecast of Freight Traffic (Sl. Nos. 1—13, 44 and 69)

The Railway Convention Committee, 1971 in paragraphs 1.21 to 1.31 of their Fifth Report had referred to the persistent shortfall in the materialisation of originating freight traffic compared to the forecast during the Third and Fourth Five Year Plan periods and had observed that Government should examine in depth the main reasons for faulty estimates of freight traffic and take effective remedial measures to ensure that the requirements of freight traffic were assessed realistically for the Fifth and subsequent Plan periods.

2. In their reply, the Ministry of Railways have stated that the Net Tonne Kilometres was a better index of the work load of the Railways than the originating traffic and that in terms of Net Tonne Kilometres, the Railways had achieved very nearly the target. They have added that the Railway planning cannot be done in isolation, as being a part of Government, it has to be guided by the Planning Commission and other Ministries of the Government.

3. The Committee feel that the performance of a Department has to be evaluated in relation to the targets fixed and in this case, as the target was fixed in terms of originating tonnage, the evaluation of the performance will have to be done in terms of the originating traffic and any other factor like lead of traffic is merely incidental. The Committee are, therefore, of the view that the explanation of the Railways that in terms of Net Tonne Kilometres they have achieved very nearly the target is a laboured one as the increase in the lead of traffic has come about by fortuitous circumstances, the Railways having never taken this factor into account at the planning stage. The Committee also find that even for the Fifth Plan, the Railways have found that the calculation of target in terms of Net Tonne Kilometres was not feasible and they have no other alternative but to depend upon the originating traffic for forecasting the target for the Fifth Plan. So far as the non-materialisation of the anticipated originating traffic is concerned, the Committee view with concern that the Ministry of Railways have tried to absolve themselves by saying that it was the other Ministries who had given the forecasts and Railways planned accordingly. The Committee would, therefore, like to reiterate the recommendation of the

previous Committee and would draw attention to their own recommendations contained in paragraphs 3 and 4 of the First Report, namely:—

“The Committee are in agreement with the Ministry of Railways that Railway Planning cannot be undertaken in isolation and that once the Planning Commission fix a particular target for any commodity and also approve the inputs therefor, the Railways have to plan the necessary infra-structure and provide the requisite transport facilities. They, nevertheless, feel that since the Railways are also represented on the working Groups that are set up by the Planning Commission for determining the additional requirements of the rail transport for various commodities during the Five Year Plans, there is no reason why realistic targets of traffic growth cannot be laid down and full advantage derived of the experience gained over the years. Moreover, the Railways with their vast network spread over the entire length and breadth of the country and being intimately associated with various Central and State agencies at all levels, should be in a position to assess precisely the requirement in the light of actual conditions. As such, they cannot escape the responsibility for planning realistically, so as to ensure that scarce resources are not locked up in unproductive schemes and that full advantage is derived of the additional facilities created and assets built up over the years”.

The Committee propose to examine in depth the mechanism of Railway Planning with particular reference to their targets and achievements during the Fourth Five Year Plan. Without, therefore, going into the matter in detail for the present, they would like to observe that they do not agree with the views of the Ministry in regard to Government's responsibility for planning and execution of the development plans over the Railways. While the Planning Commission has to take its due share of the responsibility, the Committee are emphatic that the Ministry of Railways being the executive Ministry in Government cannot escape the responsibility in the matter. The Committee are only anxious that the mistakes of the past—most of them costly—do not recur and that Railway Planning at least during the Fifth Plan is realistic and related strictly to carefully assessed needs.”

Supply of wagons to trade and industry (Sl. No. 35)

4. The Railway Convention Committee, 1971 in paragraphs 4.31 to 4.35 of their Fifth Report had referred to the general complaint that wagons were not available in adequate numbers and in time to the trade and industry. They had observed that the Railways should examine in depth the reasons for their inability to satisfy fully and in time the requirements of the customers with the existing wagon fleet. •

5. In their reply, the Ministry of Railways have pointed out that the availability of wagons for trade was dependent both on the physical number of wagons available with the Railways and the speed with which they moved. They have stated that the speed of movement of wagons was again dependent not only on the speed of trains but also on the manner of handling them in marshalling yards as well as at the terminals. According to the Ministry, the Railways have been seriously affected by a large scale increase in the incidence of agitations, "Bundhs", theft of communication equipment, wagon parts etc. They have further pointed out that increase in the number of large units like steel plants handling a large number of wagons every day as well as increase in the scale of operations of the existing units have had a serious effect on the working of the Railways. With more and more commodities becoming increasingly scarce, the tendency of trade to deliberately detain wagons and use them as warehouses is also on the increase. The Railways, according to the Ministry, are quite conscious of the many factors which are directly related to Railway working and which cause delay in movement of wagons and consequently delay in supply of wagons to the trade and industry. Some of these are:--

- (1) Inadequate facilities at a number of transshipment points, leading to accumulation of wagons at such points.
- (2) Inadequate capacity of certain sections resulting in accumulation of wagons awaiting movement across these sections.
- (3) Inadequate facilities at certain terminals, again leading to congestion at such terminals.
- (4) Inadequate availability of engines, necessitating continuance of mixed traction on certain sections, which necessarily has the effect of retarding movement.

6. The Ministry have stated that Railways' efforts are continuously directed towards bringing about an improvement in all these aspects.

7. The Committee note that the Railways have spent over Rs. 5,336 crores (approximately) in successive Plans to improve the capacity. With an additional investment of Rs. 1,686 crores, the Railways were expected to carry 249 million tonnes of originating traffic at the end of the Third Plan period, i.e., an increase of about 93 million tonnes over the originating traffic carried during the last year of the Second Plan period. However, the actual originating traffic carried at the end of the Third Plan period i.e., during 1965-66, was only 203 million tonnes that is, an increase of about 47 million tonnes only (about 50 per cent of the anticipated increase) over the originating traffic carried at the end of the Second Plan period.

8. Again, with a total investment of Rs. 1,420 crores in the Fourth Plan period, the Railways were expected to carry originating traffic of the order of 240 million tonnes, i.e. 37 million tonnes more than the originating traffic carried at the end of the Third Plan, that is, during 1965-66 and 36 million tonnes more than what they carried during 1968-69. The fact, however, was that at the end of the Fourth Plan period i.e., during 1973-74, the Railways carried only 185 million tonnes—19 million tonnes less than what they carried in the year 1968-69 i.e. immediately before the commencement of the Fourth Plan. Thus, while the Railways have made a further investment of Rs. 1,420 crores during the Fourth Plan with an annual dividend liability of Rs. 20 crores (approx.) they have lifted less traffic than what they carried during the last year of the Third Plan and the year (1968-69) immediately before the commencement of the Fourth Plan. It is, therefore, apparent that, taking Railways as a whole, the capacity developed for handling originating traffic is far greater than what has come to be actually used in the Plan periods.

9. The Committee also note that the number of wagons available with the Railways has been progressively increasing over the various Plan periods. During the First Plan period, the number of net additional wagons was 35,160; during the Second Plan period it was 67,151; and in the Third Plan period the number was 62,112 (net additional). During the three non-Plan years, the number of wagons added was 11,833 (net additional). During the Fourth Plan period the number of wagons placed on the line on net additional account was 6,174.

10. The Committee also note that in the year 1969-70 the total number of wagons with the Railways was 3,83,891 when they moved the highest level of originating traffic of 207.9 million tonnes. At

the end of 1972-73, the total number of wagons available with the Railways was 3,84,283 but the originating traffic carried was only 201.3 million tonnes. At the end of 1973-74, while the number of wagons available with the Railways was 3,88,026, the originating traffic moved was 184.9 million tonnes only. Thus, during the years 1972-73, and 1973-74 while the number of wagons available with the Railways was more, they carried far less traffic than in the year 1969-70. The Committee also note that during the years 1972-73 and 1973-74 the complaints of the industry, trade and public regarding inadequate availability of wagons were wide-spread in spite of the fact that the Railways had far larger number of wagons than in 1969-70 when they had carried 207.9 million tonnes of originating traffic.

The Committee are therefore, driven to the conclusion that either the Railways investment for catering additional traffic was not properly made or their field operations were not managed efficiently.

11. The Sub-Committee of the Committee constituted for examining the question of requirements and availability of wagons held informal discussions with the representatives of various Chambers of Commerce and Industry at Calcutta, the headquarters of two major loading Railways, viz., Eastern Railway and South Eastern Railway during January, 1975. The Sub-Committee gathered the impression that the industry and trade were still not satisfied with the availability of wagons. In fact, one leading Chamber, in a memorandum to the Committee has pointed out that industries located in the Eastern region had to face a great deal of difficulty in obtaining wagons in time as well as in required numbers. They have stated that the aluminium industry was allotted on an average not more than 25 per cent of their requirements. Jute industry also faced much inconvenience in obtaining coal for want of adequate allotment of wagons. Similarly, movement of coal for tea industry has been stated to be most erratic, thereby holding up constructional works of plantations in North Bengal. Chambers have represented that the indents of wagons were not expeditiously disposed of, but were held up often indefinitely. Placement of wagons also took its own time. It has been further stated by the Chambers that in view of this, many consumers have to take recourse to road transport, the cost of which is prohibitive. It is, therefore, necessary that the allotment of wagons should be expedited.

12. From a note furnished to the Sub-Committee by the South Eastern Railway, it is seen that the outstanding indents on that

Railway came down from 85,128 wagons in April, 1974 to 36,768 wagons in December, 1974. According to that Railway, most of these outstanding indents were for low rated traffic like bamboos and forest produce. The South-Eastern Railway has further stated that with the expected level of loading of 8,315 wagons a day, the outstanding indents would come down and stabilise at the level of almost 30,000 wagons which was normal for that Railway.

13. The Eastern Railway, in a note furnished to the Sub-Committee, has stated that that Railway as on 31st December, 1974 had outstanding indents to the tune of 6,152 wagons for general goods, which were a little less than $3\frac{1}{2}$ times of the daily average loading on that Railway. Of these indents, 4,317 wagons related to stone and only 1,835 wagons to other general goods. For the Railway as a whole, oldest date of outstanding indent for general goods traffic other than stone and forest products on the Dhanbad Division as on 31-12-1974 was 21-12-1974. The oldest date of registration for stone on Howrah Division was 15-9-1974.

14. The Committee feel that there has been a hopeful trend, of late, in clearing the outstanding indents on the Eastern and South Eastern Railways. They would, however, like to point out in this connection that there is a feeling in the minds of industry and trade that these two Railways are still not in a position to supply their requirements of wagons in time and in adequate numbers. They would, therefore, stress that these two Railways should spare no efforts to ensure that all outstanding indents for general and other goods are cleared and the supply of wagons for industrial, commercial and public use is made in time and without delay.

15. The Committee learnt during their tour to the Western Zone in January 1975 that the salt loading on Rajkot Division of the Western Railway had gone down from 30,000 wagons in 1968-69 to 19,000 wagons in 1973-74 due to non-availability of wagons. The Committee were also informed that priority in loading was given to other commodities viz., fertilizers, cement, imported foodgrains etc. as per priorities laid down by the Railway Board. The Committee further learnt that out of 38,000 indents outstanding for wagons, 33,000 indents accounted for salt alone and the oldest indent was of March, 1971.

16. It is also observed that the originating tonnage of salt moved by the Railways as a whole has declined from 27,00,000 tonnes in 1972-73 to 23,39,000 tonnes in 1973-74.

17. The Committee note that there has been a sharp decline in loading of salt during 1973-74 leading to heavy outstanding indents for wagons. They would like the Railways to take effective measures to ensure the clearance of all outstanding indents for wagons for loading of salt. They would, in particular, emphasise the imperative need for quick movement of salt meant for remote areas of the country so that no scarcity of this commodity develops in any part due to inadequate availability of wagons.

18. In reply to Unstarred Question No. 1064 dated the 25th February, 1975 in Lok Sabha regarding operational efficiency on Railways, the Deputy Minister in the Ministry of Railways has stated that, "as a result of a variety of measures adopted during the post-strike period to improve efficiency, the loading of goods traffic has been steadily improving as seen from the available figures. The daily average originating loading of goods traffic has risen from 16,527 wagons in May, 1974 to 23,179 wagons in January, 1975 on the broad gauge, and from 3,648 wagons a day to 5,780 wagons on the metre gauge during the same period. The turn-round time of wagons has been brought down from 19.2 days in May, 1974 to 13.8 days in December, 1974 on the broad gauge, and from 17.7 days to 11.2 days on the metre gauge. The mobility of wagons, as measured by the wagon kilometres per wagon day, has increased from 53.5 in May, 1974 to 73.7 in November, 1974, on the broad gauge and from 40.4 to 56.2 on the metre gauge." It has also been stated that, "Similar improvement has been noticed in the net tonne kms. per wagon day. Utilisation of engines has improved, the engine kilometres per engine day on the lines rising from 109 in May, 1974 to 159 in November, 1974 on the broad gauge and from 78 to 119 on the metre gauge."

19. The Committee note that daily average loading of goods traffic has shown a marked improvement since May, 1974 in as much as the daily average loading on broad gauge in January, 1975 was 23,179 wagons against 16,527 wagons in May, 1974 and on the metre gauge it went up from 3648 wagons in May, 1974 to 5780 wagons in January, 1975. The Committee further note that the turn-round time of wagons has been 13.8 days on broad gauge and 11.2 days on the metre gauge in December, 1974 against 19.2 days on broad gauge and 17.7 days on metre gauge in May, 1974. The Committee also find that the wagon kilometres per wagon day has increased from 53.5 in May, 1974 to 73.7 in November, 1974 on the broad gauge and from 40.0 to 56.2 on the metre gauge.

20. The Committee feel that though the performance of the Railways has improved since May, 1974 it cannot be viewed with complacency for May, 1974 it will be, recalled was an abnormal period due to the threat of strike by Railway staff. The Committee need hardly point out that the Railways had in earlier years achieved better performance results in terms of turn-round time for wagons and wagon kilometres per wagon day. For example, the turn-round time of the wagons in 1961-62 was only 11.5 days on the broad gauge and 8.34 days on the metre gauge as against 13.8 days on the broad gauge and 11.2 days on the metre gauge obtained in December, 1974. Similarly the wagon kilometres per wagon day on the broad gauge was 76.9 in 1960-61 and 74.4 in 1972-73 against 73.3 achieved in November, 1974. The Committee while appreciating the recent improvement in the performance of the Railways would like to stress that the drive should be sustained and intensified so as to surpass the best operational results achieved in the sixties.

21. It has also been represented to the Committee that covered wagons (4-wheelers) are not made available as required necessitating loading in open wagons with the attendant risks. According to the Railways, the covered stock, both BG and MG on the Indian Railways as on 31st March, 1974 was 2,05,081 (in terms of 4 wheelers). They have further stated that covered stock constituted approximately 52.9 per cent of the total wagon holding on the Railways and that the Railways had sufficient covered stock to move the commodities requiring such stock.

22. The Committee stress that since the number of covered wagons is claimed to be adequate to meet the requirements, there should be no difficulty in meeting in full the requirements of public for the covered stock.

23. The Committee note that according to the Ministry of Railways some of the constraints on the timely availability of wagons are inadequate facilities at a number of transshipment points, inadequate capacity of certain sections, inadequate facilities at certain terminals and inadequate availability of engines, necessitating continuance of mixed

traction on certain sections which necessarily has the effect of retarding movement.

24. The Committee observe that there are 97 break-of-gauge points at which transshipment takes place. It is also seen that during 1973-74 as much as 22.3 million tonnes or 12 per cent of the total traffic lifted was at the break-of-gauge points.

25. It is also observed that the transshipment point at Garhara on the Eastern Railway is the largest transshipment point, transshipping an average of 200 broad gauge and 350 metre gauge wagons every day. From the information furnished by the Eastern Railway, it is observed that due to constraints in transshipment capacity of minerals (stone and coal) at Garhara from BG to MG, the outstanding indents for wagons for destinations *via* Garhara are high. The information furnished by the South Eastern Railway shows that the facilities at the transshipment points on South Eastern Railway are adequate.

26. It has been stated in the publication entitled "Indian Railways-Year Book (1973-74)" that 90 per cent of the freight traffic is generated at about 10 per cent of the freight terminals.

27. According to the information furnished by the Eastern Railway, during the Fourth Plan period two works namely, provision of goods Terminal Yard (Phase-I) at Dankuni and provision of additional goods facilities at Raniganj had been completed apart from providing facilities at three coal depot yards and that there were a few proposals for execution during the Fifth Plan period for augmenting the terminal facilities. It is observed from the information furnished by the South Eastern Railway to the Sub-Committee, that the present facilities at the freight terminals on that Railway are adequate for dealing with the existing level of traffic, provided wagons are released by the trade and consignments removed within the permissible free time.

28. It has also been stated in the publication entitled "Indian Railways-Year Book (1973-74)" that about 74 per cent of the freight traffic is carried on trunk routes which comprise only 25 per cent of the total route kilometrage. According to the Ministry of Railways, in order to meet the situation, various steps such as (i) diversion of traffic by alternative routes, where available (ii) augmentation of the existing capacity by means of line capacity works such as conversion of metre gauge into broad gauge, additional crossing sections, improved signalling, doublings and (iii) change of motive power dieselisa-

tion/electrification, to enable running of longer and heavier trains, are considered.

29. The Railways have also stated that against a provision of Rs. 234 crores for line capacity works for the Fourth Plan, an expenditure of Rs. 225 crores was incurred.

30. As regards engines, it is observed that at the end of 1968-69, the Railways had 10,046 Steam Locos, 996 Diesel Loco and 513 Electric Locos. At the end of the Fourth Plan (i.e. March, 1974) the number of Steam Loco was 8,842 Diesel Loco 1,532 and Electric Locos, 669. Thus, 536 diesel and 156 electric locos were added to the stock during the Fourth Plan, 1204 steam locos were condemned during this period.

31. In reply to a question whether the shortfall of 21 BG electric locos and 42 MG diesel locos programmed on replacement account during the Fourth Plan and affected the operational efficiency of the Railways, the Ministry of Railways have informed the Committee that the reduced availability of locomotives on replacement account necessitated continued utilisation of existing locomotives due to be withdrawn from service. "There was, however, little effect on traffic because the level of traffic actually carried was also lower than anticipation."

32. The Committee are not convinced with the contention of the Ministry that one of the reasons for delayed/non-supply of wagons is the inadequate availability of engines necessitating continuance of mixed traction on certain sections.

33. The Committee feel that the plea of constraints put forward by the Railways in the action taken replies is only indicative of the fact that Railways with decades of experience and Planning Directorate and Efficiency Bureau in Railway Board have been unable as yet to overcome such shortcomings in planning and execution with the result that while crores of rupees have been spent on Railways by way of capital investment and they raise the cry that traffic materialisation is below expectations, in actual fact, the trade/industry and the common man are not able to get the wagons as required. The Committee hope that at least during the Fifth Five Year Plan period concerted measures would be taken to remove such constraints coming in the way of efficient and speedy movement of wagons. The Committee need hardly point out that smooth and efficient movement of wagons would not only result in prompt availability of wagons to customers but also help to improve the earnings of Railways.

34. The Committee would also like to point out that the small scale industries, which need every encouragement, are at present hard hit by the inadequate availability of wagons for moving the required raw materials or the finished products. The Committee, therefore, urge that the Railways, while planning for movement of bulk commodities and higher priority traffic, should not overlook the needs of small scale industries. They would also suggest that the existing classification of commodities for priority purposes should be made more realistic so as to ensure that the needs of the small scale industries are adequately met.

35. The Committee learn that at Calcutta, a committee consisting of representatives of the industry and trade and the Railways along with the Chief Minister of the State was functioning to sort out the problems of transportation of goods by the Railways but that, of late, this committee has not been meeting. The Committee feel that such committees offer a useful forum for understanding each other's difficulties and finding pragmatic and practical solutions to the problems concerning the timely placement and quick movement of wagons in the larger interests of industrial and agricultural production. They would, therefore, like the Railways to take initiative to constitute such committees at other headquarters of the Railways, apart from activating the committee now existing at Calcutta.

36. The Committee feel that it is high time that the Railways realise the widespread customer dissatisfaction and take concerted measures to see that the benefit of the huge capital investment made in successive plans for development of vast capacity for handling originating traffic gets translated into service by making wagons easily available as required by trade, industry and public at large. The Committee need hardly point out that the ultimate test of efficiency of Railway operations lies in providing complaint free customer oriented service. They, therefore, cannot too strongly stress that the Railways should render prompter and more satisfactory service to the public.

Coal loading and movement (Serial No. 39)

37. The Railway Convention Committee, 1971 in paragraphs 4.51 to 4.53 of their Fifth Report had observed that the daily average coal loading target of 6,600 wagons in West Bengal and Bihar Coal-fields had not been achieved and had stressed the imperative need on the

part of the Railways to step up coal movement, particularly, in the above-Moghulsarai direction, in the larger national interest.

38. The Committee find from the reply of the Ministry of Railways that the loading of coal in the Bengal-Bihar fields during 1972-73 was 5698 wagons per day as compared to 5647 wagons a day during 1971-72. The Committee also observe that the average daily coal loading has fallen to 5,112 wagons a day during 1973-74. The Railways have attributed this shortfall to severe power cuts in the Eastern sector, disruption of train movements due to spate of staff agitations and strikes, non-availability of steam locomotives due to go-slow agitation of Loco maintenance staff, etc.

39. The Committee note that out of 240.5 million tonnes of originating traffic envisaged in the Fourth Plan, 77.5 million tonnes was on account of coal. The Railways have invested Rs. 1420 crores in the Fourth Plan but the actual realisation was of the order of 185 million tonnes only, out of which coal traffic was about 62.4 million tonnes—4 million tonnes less than what was carried in the last year of the Third Plan and 15.1 million tonnes less than the target. The Committee are, therefore, unable to understand why, when the Railways are presumed to have developed capacity for movement of additional traffic, they are unable to move efficiency the reduced level of traffic and there are wide-spread repercussions on industry, thermal stations, etc. because of coal scarcity. The Committee see no reason why Railways should not have been able to carry in full the entire traffic of coal offered in the interest of industry and general public. In particular, they are disturbed to note that instead of bringing about any improvement in 1973-74 in the "above Moghulsarai direction", the number of wagons loaded has gone down from 5698 a day in 1972-73 to 5,112 in 1973-74. The Committee note that after nationalisation of coal mines, Government have appointed a Committee under the Chairmanship of the Deputy Minister in the Ministry of Steel and Mines to go into the matter. The Committee would like Government to take concerted action to see that an analysis is made in depth of the deterioration in the handling of coal traffic so as to take concrete measures to ensure that the mining capacity and the rail transport facilities are developed hand in hand in order to meet rationally and satisfactorily the requirements of users like steel plants thermal stations, cement plants, brick kiln industry, small scale industry, household users, etc. The Committee would like to be in-

formed of the concerted measures taken in pursuance of the above recommendation and improvements effected as a result thereof.

Empty Haulage of wagons (Serial No. 71)

40. In paragraph 6.42 of their Fifth Report, the Railway Convention Committee, 1971 had observed that one of the reasons for empty haulage of wagons might well be the availability of special type of wagons in large number. They had desired that Government should examine the cases of empty haulage in detail and take concrete measures to reduce the incidence to the absolute minimum.

41. In their reply the Ministry of Railways, while noting the above recommendation, have stated that the causes of empty haulage have already been examined and various steps taken to reduce its incidence to the absolute minimum. They have pointed out that the Ministry of Steel and Mines have also been requested to explore the possibility of accepting most of their raw materials in BOX type wagons so that the manufacture of special type of hoppers for this purpose could be dispensed with.

42. On a perusal of the further information furnished by the Ministry of Railways, the Committee find that on Broad Gauge, in the Central, Southern, South Central and Western Railways and on the Metre Gauge in the Central, Northern and Southern Railways the empty haulage of wagons has gone up in 1973-74 as compared to 1972-73. The Committee are, therefore, not satisfied with the reply of the Ministry of Railways that causes of empty haulage have already been examined and various steps taken to reduce its incidence to the absolute minimum.

The Committee would like in particular to draw the attention of the Railways to detailed recommendations made by the Khandelwal Committee about improving operational efficiency of rail traffic for the Steel Plants. A number of concrete suggestions have been made by that Committee for reducing empty haulage and improving wagon utilisation. The Committee consider that concrete measures should be taken in implementing the recommendations of the Khandelwal Committee to improve the utilisation of the rolling stock for moving the traffic for the Steel Plants.

43. The Committee feel that similarly there is vast scope for rationalisation of rail movement of coal and this too can result in reduction of empty haulage.

44. The Committee, therefore, reiterate the recommendations of the previous Committee that causes of empty haulage should be studied in depth and concrete measures taken to improve the position.

The Committee recommend that apart from informing them regarding the action taken in the matter, the Railway Board should indicate the position, (Railway-wise), regarding empty haulage of wagons and measures taken for fuller utilisation of rolling stock particularly of wagons, in their Annual Reports presented to Parliament.

Detention of wagons by Steel Plants (Serial Nos. 83—88)

45. The Railway Convention Committee. 1971 in paragraphs 6.124 to 6.130 had observed that the detentions of wagons at the Steel Plants were far in excess of the free time allowed leading payment of huge amounts as demurrage by the Steel Plants to Railways. The Committee had also pointed out that the joint note on the subject from the Ministries of Railways and Steel and Mines outlining the difficulties and proposals to remedy the situation had not been furnished to them.

The Committee regret to have to point out that till date the joint note has not been furnished.

46. The Ministry of Railways in the latest note have stated that a high level Committee was set up by the Ministry of Steel and Mines to examine *inter alia*, the reasons for excessive detention to wagons in the Steel Plants and to suggest ways and means of reducing the same and that this Committee has since submitted its report which is now under examination in the Ministry of Steel and Mines. The Ministry of Railways have expressed the hope that with implementation of such of the recommendations as are finally accepted by that Committee the detention to wagons in Steel Plants is expected to go down.

47. The Committee regret to have to point out that the Railways inspite of their vast experience gained over a long period of time have allowed bottlenecks to develop in the Steel Plants' traffic. The Committee would like to stress the need for coordination between the Railways and Steel Plant authorities to eliminate the bottlenecks coming in the way to smooth and efficient handling of traffic.

47. The Committee regret to have to point out that the Railways on the action taken by the Railways on the recommendations of the Committee which went into the question of rationalisation of Steel Plants' traffic that some recommendations are still under their examination. The Committee see no reason why action on those recommendations could not be finalised so far in the interest of achieving better operational results. The Committee, in this connection, would like to stress that there should be better coordination between the steel plants and mines and that improvements in siding facilities, signalling etc. should be effected as necessary, at the earliest.

49. In paragraph 6.125, the Railway Convention Committee, 1971 had observed that the whole question of free time allowed to the Steel Plants was under review by a Work Study Team which would fix fresh norms, if necessary, and desired the Ministry of Railways to report to the next Convention Committee the action taken in pursuance of the study and the results achieved.

50. The Ministry of Railways, in their reply, have stated that the Study Team have since submitted the report for Durgapur, Bhilai and Rourkela Steel Plants and that revised instructions regarding free time have been issued to the Railways. As for other Steel Plants viz. Tata Iron and Steel Company and Indian Iron and Steel Company, the reports of the Study Team are still awaited. In a further note the Ministry of Railways have stated that they have not yet completed the review of the implementation of the recommendations of the Study Team.

51. The Committee deprecate the inordinate delay of four years in conducting a detailed examination of the problem of undue detention of wagons in different steel plants by the Study Team appointed in 1960 and again in 1968. They would like the Ministry to ensure that in future the reports of such Study Teams are finalised expeditiously. The Committee would also urge that the review of the implementation of the recommendations of the Study Team should be expedited and results thereof communicated to them at the earliest.

52. The Railway Convention Committee, 1971 in paragraph 6.127 had observed that one of the reasons for heavy detention was the shortage of locomotive power available with the steel plants and they saw no reason why that shortcoming could not be rectified in view of the expertise the Railways have achieved in manufacturing locomotives of all types.

53. The Committee regret to observe, from the replies furnished by the Ministry of Railways, that as many as 110 diesel locomotives had to be imported during the Fourth Plan for meeting the requirements of the steel plants and that these imports had to be resorted to due largely to the inability of the Ministry of Steel and Mines to assess the requirements realistically and well in time for the Railways to be in a position to supply the requisite numbers. The last order for import of 10 diesel shunters was placed as late as in November, 1972 in spite of an earlier decision not to import any more locomotives during the Fourth Plan period. The Committee would like Government

to investigate the matter in all its aspects with a view to ensure that the future requirements of the Steel Plants in this regard are assessed realistically and intimated to the Ministry of Railways well in advance to enable them to place orders for their manufacture in Chittaranjan Locomotive Works and Diesel Locomotive Works by the stipulated dates. If this is done, the Committee need hardly point out that there should be no occasion for import of locomotives for Steel Plants during the Fifth Plan.

54. In paragraphs 6.129 and 6.130 the Railway Convention Committee, 1971 had observed that the Railways should ensure that bunching of raw material trains into Steel Plants in quick succession did not occur save in exceptional circumstances.

55. The Committee observe from the reply of the Ministry of Railways that unfortunately Ministries of Railways and Steel and Mines hold each other responsible for bunching of raw material trains, which is indicative of the failure of coordination machinery, inspite of the fact Area Officers have been posted at each steel plant for this purpose. The Committee had already stressed the vital need for coordinated effort between the two Ministries for smoother and rational movement of traffic in Steel Plants and they would like the two Ministries to review the position periodically at higher levels so that any difficulty in movement of raw materials to the Steel Plants is resolved without delay.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Sl. No. 14, Para No. 1.50)

The Committee note that the Railways have estimated their requirements of wagons during the 5th Plan between one lakh wagons for 280 million tonnes of traffic and about 2 lakh wagons for 340 million tonnes of traffic. They further note the anxiety of the Railways that wagon availability should be ahead of demand. While the Committee fully share the view of the Ministry of Railways that the wagon capacity should be ahead of the demand and should not act as a bottleneck, they would like the Railways to keep in mind the surplus wagon capacity already with them. According to their own admission, the Railways could move upto 5 per cent additional traffic if factors beyond their control were removed. The Committee further feel that with the increased introduction of electric and diesel traction for hauling goods traffic, the existing wagons can move substantial additional freight traffic. The Committee have also referred in subsequent chapters to the scope for better and more efficient utilisation of wagons than at present. The Committee hope that with more efficient utilisation of wagons and reduction in the detention of wagon by trade, for which various steps have been taken by Government the availability of existing wagons for movement of traffic would improve considerably.

Reply of Government

The observations of the Committee are noted. While physical provision for wagons is being undertaken for 280 million tonnes of traffic during the 5th Plan, it has been indicated by the Planning Commission that Railways may have to gear themselves up, to lift 300 million tonnes of traffic, by some more addition to the fleet and improved utilisation. It is, however, pointed out that the present system of calculating the wagon requirements on the overall basis instead of the previous system of calculating on incremental basis fully takes into account any surplus wagon capacity that may exist at any point of time.

The observations of the Committee regarding better utilisation of wagons are noted. The utilisation of assets to the maximum possible advantage has always been borne in mind by the Railways. It is, however, to be appreciated that the Railways' capability to transport any quantum of traffic on the basis of the capacity created depends on existence of normal working conditions. If the normal functioning of the Railways is not possible due to extraneous factors shortfall in lifting traffic is inevitable.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-
4226 dated 15-3 1974]

Recommendation (Sl. No. 15, Para No. 1.51)

The Committee would, therefore, like to stress that while assessing the requirements of wagons for the Fifth Plan, all these aspects should be taken into account. Further, norms should also be laid down for each type of wagon for movement of freight traffic.

Reply of Government

The observations of the Committee are noted. As explained in reply to question No. 2(C) on "Additional information on requirements and availability of railway wagons", no norms have been laid down to determine the typewise requirements of wagons except in the case of special types of wagons such as BFRs, tank wagons, etc. in which specific commodities have to be transported. In respect of covered and opens general service wagons where multifarious commodities can be carried, fixing of norms is not only difficult but also not considered necessary. Under the existing arrangements the type-wise distribution of wagons out of the overall assessment for the plan period as a whole at the time of the annual Rolling Stock Programmes appears satisfactory.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-
4226 dated 15-3-1974]

(Recommendation (Sl. No. 16, Para No. 1.52))

The Committee have no doubt that with a well-knit operational organisation with over hundred years' experience and the existence of Efficiency Bureau, the Railways would be able to lay down scientific criteria for assessing the requirements of various types of wagons for the movement of freight traffic. The Committee see no reason

why the criteria should not take into account normal increase in the lead of freight traffic and increase in Net Tonne kilometres.

Reply of Government

The observations of the Committee are noted. Under the existing arrangements the wagons requirements are assessed for the five year Plan period as a whole taking the anticipated growth of traffic during the Plan period. In calculating the wagon requirements, the different streams of traffic the lead of each stream as well as the amount of empty haulage incidental to that stream, the detentions envisaged at the yards, the average speed as well as detention at terminals etc. are taken into account. After, thus, calculating the bare requirements of wagons an allowance is provided for traffic during the peak period as well as for maintenance. It will thus be seen that even at present a detailed procedure is followed in assessment of wagon requirements. To the extent feasible the anticipated lead of the freight traffic commodity-wise is taken into account. In the absence of specific details of point to point anticipated movement during the 5th Plan as pointed out earlier, it has not been possible to arrive at the estimated average lead of traffic. The Railways have thus no other alternative but to depend upon empirical figures of lead based on their past experience and other data that may be available at that time.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)
4226 dated 15-3-1971]

Recommendation (S. No. 19, Para No. 1.55)

The Committee feel that chronic under-utilisation of wagon capacity leads to slackening of standards. It appears that over-cautious procedures adopted by the Indian Railways have adversely affected wagon utilisation. To get the maximum advantage from the heavy capital expenditure incurred over four Plan periods, it is necessary that there is intensive utilisation of the equipment so that increased traffic can be handled with the existing resources.

Reply of Government

It would not be correct to say that there has been chronic under-utilisation of wagons on the Indian Railways. As the Committee have themselves pointed out in para 6.12 and 6.14 of their report efficiency of wagon utilisation on Indian Railways compares favourably with that of the railways in some of the advanced countries such as U.K., Canada, France, West German, Italy, Japan and U.S.A. In fact in respect of two principal indices in the efficiency of utili-

sation, i.e., the number of wagons utilised to move one million net tonnes kilometres per day and net tonne kilometres moved per annum per tonne of capacity, the Indian Railways are next only to the Japanese national railways.

Indian Railways are, however, conscious of the need for continuous efforts in this direction so that the productivity of these assets is kept at the highest possible level.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated 15th March, 1974].

Recommendation (S. No. 20, Para No. 1.71)

The Committee note that more than 6 types of wagons are available on the Railways for public traffic and that no norms have been laid down to determine type-wise requirements of wagons. As stated by a senior retired Railway Officer, the Railways have concentrated on the construction of wagons with heavier capacity which can only be used for bulk transport of goods. Since there have been general complaints regarding the inadequacy of covered wagons, 4-wheeler wagons and tank wagons, it is necessary for the Railways to assess the requirements of various types of wagons scientifically and in a detailed manner so as to fully meet the demand for the movement of traffic both on trade account and Government account. The Committee recommend that the Railways should assess their requirements of all types of wagons with reference to the demand for each type of wagons and should also fix norms for each type.

Reply of Government

As already pointed out earlier, the wagon requirements are calculated/commodity-wise for the Plan period as a whole. The requirements of special type of wagons such as tank wagons, BFRs, hopper wagons etc. required for specific traffic are being calculated in the manner suggested by the Committee. It will, however, be appreciated that the requirements of general service wagons which are multi-purpose wagons have to be calculated for all the commodities as a whole. At the time of preparation of the annual rolling stock programme, however, the type-wise distribution of wagons is decided upon keeping in view the actual holdings of wagons and the pattern of traffic prevailing at that time.

As regards Committee's observation that 'the Railways have concentrated on the construction of wagons with heavier capacity which can only be used for bulk transport of goods', it may be sub-

mitted that construction of such wagons was essential for carrying the huge quantum of raw materials including coal, iron ore, lime stone, etc. to different steel plants as also of coal to other major industrial units and power houses. The bulk of these wagons is BOX's which are being progressively used for carrying general goods traffic also, and, to that extent, these wagons are already partly meeting the requirements of the traffic which previously used to move in 4-wheeler wagons.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated 15th March, 1974].

Recommendation (Sl. No. 21, Para No. 1.72)

The Committee would also like to point out that the types of wagons used by the Railways should be suited to the freight traffic and types of commodities that are moved. For this purpose the Railways should take full advantage of the design and research facilities available with them and evolve the most suitable types of wagons which would give the best results. The Committee have, no doubt, that the Railways would take note of the development in the designs and types of wagons taking place all over the world in order to evolve the best type for their own use. It is necessary that manufacturing facilities too are synchronised for the production of new designs of wagons so as to meet the requirements thereof.

Reply of Government

Noted. The Recommendations made are already being followed.
[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)—
4226 dated 15th March, 1974].

Recommendation (Sl. No. 22, Para No. 1.73)

The Committee would also like the Railways to maintain a record of the demand and utilisation of each type of wagons as well as its idle time so that a check is kept on the real requirement for each type of wagon and imbalances, if any, in the availability of wagons of various types are remedied at the earliest and wagons are made available to the indentors without delay.

Reply of Government

The Railways do maintain a record of the demand for and utilisation of each type of wagon. For the last 4 or 5 years there is prac-

tically no instance of idling for most types of wagons except for some special types like KFs, BFUs etc. Even so, the Railways keep a watch over idling of wagons. The extent of such idling is watched also by the Railway Board through a statement obtained from the Railways every 10 days. On the basis of the information obtained through these statements, necessary inter-Railway movements of stock are ordered when required. This information is also made use of while taking decisions about procurement of wagons of different types.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated 15th March, 1974].

Recommendation (Sl. No. 23, Para Nos. 2.23 & 2.24)

The Committee note that there are 16 wagon building units in the private sector, with a licensed capacity of 40,869 wagons per year and installed capacity of 31,059 wagons per year in terms of four-wheelers. Of these, 3 firms are stated to have been closed while two others have not been producing wagons against Railways' orders. There are thus only 11 firms in the private sector for manufacture of wagons with licensed capacity of 30,125 and installed capacity of 26,575 wagons in terms of four wheelers.

The Committee are constrained to note that the production of the wagon builders in the private sector has been coming down from 13,956 in 1967-68 to 6,543 in 1971-72. According to the Railways, the best achievement of private wagon builders was in 1964-65 when they produced 27,000 wagons. The existing decline in wagon production in the private sector is stated to be due to severe cut in wagon requirements by the Railways and consequential cutting down of orders on the wagon builders for two years. Since July 1972, the Railways have, however, placed substantial orders on the wagon building industry.

Reply of Government

The observations made by the Committee are noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
.. 4226 dated 15th March, 1974].

Recommendation (Sl. No. 24, Para Nos. 2.25 to 2.27)

The Committee note that 18 Railway Workshops were partly engaged in wagon building activity during the last five years but on account of increase in overhaul load, those workshops are now used

for repair work. At present, manufacture of wagons has been restricted to three Railway Workshops only, namely, Amritsar Workshop, Golden Rock Workshop and Samastipur Workshop whose capacity in the current year is 2,860 wagons but will be increased to 4,000 wagons from next year onwards.

The Committee note that the Railways are in the process of formulating their wagon requirements for the Fifth Plan which are placed at 1.09 lakh wagons for 280 million tonnes of traffic and at 2.3 lakh wagons for 347 million tonnes of traffic.

The Committee are of the firm view that the Railways can meet all their wagon requirements for the Fifth Plan from the existing manufacturing units. The Railways' three Workshops have a capacity of 4,000 wagons. According to the Railways themselves, the 11 wagon manufacturing units in the private sector have a licenced capacity of 30,125 wagons and installed capacity of 26,575 wagons. In addition, about 5,000 wagons can be manufactured in the 5 units which are closed or are not producing wagons at present. Thus the total available capacity for wagon manufacture in the country is about 35,000 wagons per year, which is sufficient to meet the requirements.

Reply of Government

The observations made by the Committee are noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
.. 4226 dated 15th March, 1974.]

Recommendation (Sl. No. 25, Para No. 2.28)

The Committee note that the Railways have now restricted the manufacture of wagons to the three Railway Workshops at Amritsar, Golden Rock and Samastipur Workshops. The Committee feel that with the increasing electrification and dieselisation of the Railways, the requirements of maintenance workshops on the Railways are bound to be greatly reduced. It is, therefore, imperative for the Railways to prepare a long term plan for the rationalisation of maintenance Workshops on a functional basis and utilise the surplus workshop capacity for the building of wagons and passenger coaches by installing balancing plant and machinery, where necessary. The Committee have no doubt that this would not only enable the reactivation of the existing Railway workshops which are languishing for want of adequate work but would also go a long way in meeting the growing Railway requirements for wagons and coaches. The

Committee desire that Railways should also consider the question of expanding the manufacturing capacity in the existing three Railway Workshops as also other workshops which in the past were undertaking wagon manufacture.

Reply of Government

With the increasing electrification and dieselisation of the Railways, to the extent steam locos consequently are reduced, there would be progressive reduction in the workshop facilities required for steam locos. This reduction in requirement of maintenance workshop capacities would be more than offset by the increasing requirement of workshop capacities for diesel and electric locomotives, coaches and wagons including their spares manufacture. The rationalisation of wagon manufacturing activity in Railway Workshops restricting the same to Amritsar, Golden Rock and Samastipur Workshops has been made keeping in view the anticipated repair workload of the Railway Workshops.

Historically the Railway Repair Workshops were set up and developed to meet the requirements of individual Railway system. This principal of self-sufficiency of individual Railways has been continuing with the Repair Workshops falling under Zonal Railway system. To meet the anticipated increase in workload of the Workshops in the 5th and the subsequent plan periods, the need for rationalisation of maintenance Workshops on a functional basis has been felt for optimum utilisation of resources. To enable this rationalisation, it would be necessary to re-organise the Workshop de-linking them from the Zonal Administrations which is already under consideration.

Increase in the wagon manufacturing capacity of the 3 nominated Railway Workshops has been considered and it has been decided to progressively reach the optimum level of outturn within the broad limitation of space and available resources. Major increase has been planned at Amritsar Workshop from the original level of 500 FW units annually to 2400 FW units annually by restricting the activities at Amritsar to mainly wagon building. Similarly, the capacity is being increased at Golden Rock from original 750 FW units annually to over 2000 FW units annually; and at Samastipur from 360 FW units to 500 FW units annually. It will be seen that against the annual target of 1610 FW units laid down in the beginning of 1972-73, the wagon production in the 3 Railway Workshops has been planned to be stepped up progressively to 5000 FW units annually in the next 2 to 3 years. It is expected that by the end of the current financial year, the monthly outturn rate will reach the level required for an annual outturn of 4000 FW units.

The feasibility of extending wagon manufacturing activity in other Repair Workshops had been examined in detail at the time of undertaking rationalisation when it was found that wagon manufacture will have to be restricted to the 3 nominated Workshops as capacities of other Workshops would be fully required to meet the increasing workload consequent to the increase in rolling stock.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
.. 4226 dated 15th March, 1974].

Further information called for by the Committee

Please furnish details of proposals for rationalisation of maintenance workshops on a functional basis, as soon as these are finalised.

(L.S.S. O.M. No. 1/4/73-RCC, dated 13-6-1974).

Reply of Government

The details of the proposals for nationalisation of maintenance workshops on a functional basis are still under examination but as they involve marked financial outlays it has not been possible to make any material progress in their finalisation. All that has been possible is the changes in accordance with III Pay Commission recommendations and six major workshop complexes are being strengthened by upgradation of the Head of the shops. The issue regarding other shops being strengthened is being further examined.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
.. 4226 dated 15th March, 1974].

Comments of the Committee

The Committee note that according to the Railways, workshops should be organised on functional basis in the interest of optimum utilisation of resources. The Committee feel that if the proposal is likely to result in economy and improved efficiency, then it should be proceeded with due expedition.

Recommendation (S. No. 26, Para No. 2.29)

The Committee note that wagon building industry is extremely vulnerable and is unable to withstand wide fluctuations of orders.

The Committee would like the Government to prepare a long term plan with a view to ensure that regular orders are placed on these manufacturing units so as to ensure continuity of work in them. They may also be given other necessary assistance as in the past to put them on sound working footing.

Reply of Government

In order to provide adequate load to wagon building industry in the private sector, as an incentive to step up their production, adequate orders have been placed during 1972-73. As on 1.4.73 the wagon building industry had a load of 29,225.5 wagons (in terms of four wheelers). Further 25,810 wagons have been provided in 1973-74 Rolling Stock Programme of which about 20,000 Nos. are expected to be ordered on the industry shortly. With these additional orders the wagon industry will have adequate load to keep their capacity engaged for about three years on the basis of a realistic anticipated production.

Railway Board have also been consistently assisting the wagon building industry to enable them to sustain the continuity of wagon production as under:—

- (i) Shortfall in indigenous availability in steel and wheels is being imported by the Railways to meet the enhanced production.
- (ii) Adequate supply of important wagon components like Centre Buffer Couplers, roller bearing axleboxes, etc. is being arranged to match the production.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
.. 4226 dated 15th March, 1974].

Recommendation (S. No. 27, Para No. 2.30)

The Committee would further suggest that the Railways should approach the Ministry of Industrial Development to see whether the three units (M/s Rayman Engineering Works, Calcutta M/s Mackenzie of Bombay and M/s Singh Engineering Co. Kanpur) which have been closed, could be restarted as valuable equipment and machinery is installed in them. Government should also see whether M/s. Arthur Butler which has been closed due to the differences among the partners, could be taken over by the Government with a view to commence production of waxes as machinery and skilled manpower is available there.

Reply of Government

The position is as under:—

(i) *M/s. Raymon Engineering Works, Calcutta.*

The matter in regard to possibility of revival of this firm was under consideration of the Government (Ministry of Industrial Development). In December, 1972 Ministry of Railways while furnishing their remarks on the revival of this firm, as required by the Ministry of Industrial Development, stated that in case it is decided to take over the management of this firm, such decision would be welcome to Railways. Ministry of Railways also assured that they would make available suitable management/technical personnel, if required, and also place adequate orders to utilise the wagon production capacity of this firm.

As the Railways have filed a civil suit in the Calcutta High Court for recovery of materials/components and proto-type wagon belonging to Railways (Total value being approximately Rs. 25 lakhs) it was impressed on the Ministry of Industrial Development that restoration of such materials to Railways should be kept in view while taking a decision in regard to revival of this firm.

(ii) *M/s. Mackenzie of Bombay.*

The affairs of M/s. Mackenzie Ltd. Bombay have already been investigated by the Investigating Committee appointed by the Government (Ministry of Industrial Development) and based on their recommendations the Government have decided not to take over the management of this Company.

(iii) *M/s. Singh Engineering Co., Kanpur.*

M/s. Singh Engineering Works, Kanpur took about 11 years in completing the educational order of 200 CR wagons placed on them in 1957. In 1967 they were given next order of 200 CR wagons and further order of 119 CR wagons in 1968. The firm could only deliver 106 wagons till they closed their factory in January, 1970 due to labour trouble. Repeated discussions were held with the firm for revival of the production but the firm did not show any keenness in this regard. The output of this firm had been very unsatisfactory throughout the period of its working, as the best production achieved by them was 155 wagons only in 1965-66 as against their licensed/installed capacity of 1000 wagons per year. Therefore, it is unlikely

that the firm will achieve production to the level of their installed/ licensed capacity even if it is revived under Government's management.

(iv) *M/s. Arthur Butler.*

The Government (Ministry of Industrial Development) have decided to take over the management of M/s. Arthur Butler and Co., (Muzafferpur) Ltd. for a period of five years vide order issued on 7th May, 1972 under section 18A of Industries (Development & Regulation) Act. A nominee of the Ministry of Railways has been appointed as 'Authorised Controller'. It is understood that in the meanwhile the original management of the Company has contested Government's take over in the Calcutta High Court, and has obtained a stay order.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
.. 4226 dated 15th March, 1974].

Recommendation (S. No. 28, Para No. 2.31)

For ensuring continuity of work to the wagon manufacturers, the Committee would like the Government to explore the possibilities of export of wagon to the maximum extent possible after meeting Railway requirements and to synchronise export orders and Railway orders in such a way that the wagon manufacturing units have continuity in getting orders. The Committee need hardly emphasise that adequate assistance in the matter of provision of steel and other inputs may also be ensured to them to the extent possible.

Reply of Government

The wagon building industry in the private sector have orders to engage their capacity for the next two years. Orders for a further period of one year are expected to be placed shortly. Thus the domestic requirements of the Ministry of Railways alone will ensure continuous work for the industry for the next three years at an anticipated increased level of production.

Export of wagons are channelised through the Projects and Equipment Corporation of India, who are already exploring all possibilities to secure export orders to the maximum extent possible. Even so, the total export commitments at any time will only constitute a small fraction of the capacity of the industry. Suitable coordination already exists between the Ministry of Railways and the Projects and Equipment Corporation of India to ensure that the manufacture of wagons against the export requirements and the domestic requirements are properly regulated.

Ministry of Railways are already ensuring adequate assistance in the matter of provision of steel and other inputs. Wherever there are shortfalls in indigenous availability namely, steel, wheelsets etc. imports are being arranged to meet the shortfall.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 10th March, 1974].

Recommendation (S. No. 29, Para Nos. 244 & 245)

The Committee note that the Ministry of Railways are considering a proposal for setting up of a modern wagon manufacturing unit in the Railway sector with an annual rated capacity of 4,000 broad gauge wagons. The estimated cost of the unit is Rs. 3.4 crores, exclusive of the cost of the colony.

The Committee have in para 2.27 stressed that the existing wagon building capacity in the country, both in the private and Railway sector, is sufficient to meet the full wagon requirements of the Railways during the Fifth Plan. Moreover, they have already recommended the rationalisation of the existing Railway Workshops and utilisation of spare capacity in them to augment the wagon and coach building capacity in the Railway sector as well as the reactivation of the closed wagon manufacturing units in the country. The Committee would like to stress that the Railways should meet their future requirements of wagons from the existing units in the country particularly the existing Railway Workshops which in the past were undertaking wagon manufacture. They see no justification whatsoever for the setting up of a new unit for the purpose of wagon manufacture. The Committee note that for the present the Railways are not going ahead with their proposal for the setting up of the new wagon manufacturing unit.

Reply of Government

It is confirmed that for the present, Railways are not considering any proposal for setting up new wagon manufacturing units and wagon construction will be concentrated in the three Railway workshops at Amritsar, Golden Rock and Samastipur and in the private sector/government controlled workshops engaged in wagon construction.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated the 15th March, 1974].

Recommendation (S. No. 31, Para 2.67)

The Committee recommended that if it is finally decided to set up the wheel and axle plant in the Railway sector, the matter should be placed before Parliament to enable Members to consider the matter fully.

Reply of Government

This observation is noted and will be kept in mind when the Project reaches the stage of according sanctions and making provision in the Demands for Grants that will be submitted to Parliament.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4226, dated the 15th March, 1974].

Recommendation (S. N. 32, Para Nos. 3.11 & 3.12)

The Committee note that while the ownership of wagons among the different Zonal Railways fixed according to the workshop capacity on each Railway for periodical overhaul of wagons, the wagon holdings of each Railway are fixed on the basis of traffic requirement. Each Zonal Railway is given a credit balance for the ownership in excess of requirements or debit balance for the requirement in excess of ownership. The Committee note that under this system while some Railways are regularly credited with hire and penalty charges, others are continuously debited with these charges. In some cases, the credit and debit charges range between Rs. 3 to 5 crores annually. The Committee note that such financial adjustments in the transactions of different Railways are necessary to have a complete self-contained account for each Zonal Railway. According to the Railways, the capacity for periodical overhaul of wagons could never be equal to the traffic necessities of the Zonal Railway and thus these heavy adjustments would continue to be carried out.

While the Committee appreciate the need for having self-contained financial accounts for each Zonal Railway to ascertain their operational efficiency and the profit and loss incurred by them during each year, they are unable to agree that the ownership of the wagons should be related to the workshop capacity for periodical overhaul in that zone as under the existing set up this capacity could never equal the wagon requirements. The Committee feel that ownership of wagons should not be related to workshop capacity for periodical overhaul and that ownership and holdings of wagons in each Zone should coincide to the largest extent possible.

Reply of Government

The Committee's recommendation is noted. For historical reasons various repair workshops which were set up prior to independence and prior to regrouping of the Railway systems already had certain in-built capacity on covered accommodation basis as well as based on manpower already inducted and functioning in these workshops. At this juncture hence it would not be in the interest of over-all economy to limit the capacities for repairs in the different workshops to coincide only with the holdings of wagons on the railway on which these are located.

But while adding new stock to the existing fleet in the context of increase in movement planned in the 5th Plan period etc. allotments of additional wagons would be regulated to cover the point made by the Committee.

An imbalance in capacity has also been inherent so far because of the lack of a Broad Gauge wagon repair shop on the lately formed South Central Railway (formed in October 1966). Recently, a workshop has been sanctioned to be set up on the South Central Railway System at Vijayawada. Hence with the commissioning of this new workshop it would be possible to a large extent to re-adjust and rationalise the wagon repair capacities of the different workshops on the broad gauge on the Indian Railways to cover the point made by the Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—
4226 dated 15th March, 1974].

Recommendation (S. No. 33, Para No. 3.13)

3.13. The Committee have already suggested rationalisation of workshop capacity on functional basis on the Railway. They feel that while each zonal Railway may have self-sufficiency in respect of minor repairs and overhauls, major repairs and large scale overhauls should be carried out in special major workshops having the necessary facilities which should be centrally controlled. This has become all the more necessary on account of increasing dieselisation and electrification of Railways which would need reorganisation of workshop capacity on the Railways on functional basis. The Committee find that a similar recommendation was made by the Administrative Reforms Commission and also by their Study Team on Railways, in their Reports. Moreover such system exists on the British Railways too.

Reply of Government

Historically, the Repair Workshops of Railways were set up and developed to meet the demands of individual Railways with the object of self sufficiency. While undertaking zonalisation of the Railways after integration, the same was based primarily on obtaining operationally manageable units and to the extent possible Repair workshops were reorganised/expended to meet to the optimum extent possible the needs of individual Zonal Railway system. Where necessary the activities of the shops were diversified to utilise their capacities to the maximum.

Notwithstanding this the re-organisation of Railway Workshops has been under examination for quite sometime by various Committees and Production & Workshop Experts. With the very large increase in holdings of rolling stock and corresponding increase in the workload of Repair Workshops during the 5th Plan and the subsequent years of the Corporate Plan, it would appear inescapable to rationalise the workload in the Repair Workshop with a view to restrict additional capital investment and to keep the maintenance costs down. However, to achieve this rationalisation, de-linking the Repair Workshop from the administrative control of the Zonal Railways and regrouping them into convenient and manageable Workshop Zones for being controlled centrally would be a pre-requisite. In fact, on British Railways such a re-organisation was considered inescapable to rationalise their workload and modernise their Workshops and this was being continuously affected since 1962 under a Central Workshop Administration.

The additional annual expenditure for the organisational changes in re-structuring the Repair Workshops has been estimated as Rs. 1 crore but much re-structuring will lead to overall economies of very great magnitude in the course of a few years. The subject is presently under active consideration of the Board.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)—
4226 dated the 15th March, 1974].

Recommendation (S. No. 34, Para No. 3.14)

The Committee further recommend that the whole matter regarding the ownership and holdings of wagons by each zonal railway should be reviewed in detail so as to ensure that there are no major differences in the holdings and ownership of wagons by each Railway, necessitating large scale adjustments on account of hire charges etc.

Reply of Government

The recommendations of the Committee will be kept in mind in the future allocations of additional wagons.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)—
4226, dated the 15th March, 1974].

Recommendation (S. No. 36, Para No. 4.36)

While the Railways are justified in taking all possible measures for ensuring that the wagons are released without undue detentions, they, on their part, are also duty-bound to streamline their operations so that the users who have at present to undergo numerous hardships and avoidable harassment, could be given an efficient and reliable service. It should also be insured by the Railways that there is no undue time lag between the allotment of wagons and the supply thereof to the trade.

Reply of Government

The recommendations have been noted. Prompt supply of wagons against indents is one of the prime objectives before the Indian Railways and their entire planning for provision of additional wagons and line capacity etc. is geared towards achieving this objective. A large number of extraneous and unforeseen factors have however vitiated these efforts during the past few years. However, everything possible is being done to reduce the gap between indent, allotment and supply of wagons.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)—
4226, dated the 15th March, 1974].

Further information called for by the Committee

Please furnish details of the specific steps taken to reduce the time lag between the allotment of wagons and the supply thereof to the trade.

(L.S.S. O.M. 1/4/73-RCC dt. 13-6-1974)

Reply of Government

As mentioned earlier, prompt supply of wagons against indents or, in other words, reduction of the time-lag between indenting/ allotment of wagons and physical supply thereof to the trade, is one of the primary objectives before the Indian Railways and, as

such, their planning for provision of additional wagons, line capacity and other facilities is geared towards achieving this objective.

The overall availability of wagons for trade is, however, ultimately dependent on the ability of the Railways to keep the available wagons moving. The actual working conditions on the Railways during the past few years have unfortunately been far from satisfactory resulting in a drop in the mobility of wagons, which, in turn, has adversely affected railways' ability to make a prompt supply of wagons to trade against their demands. There have been a large number of political agitations, student troubles, strikes and bundhs etc. in different parts of the country over various issues most of which were totally unrelated to railway working. These have had a serious repercussion on railway operation, as these resulted in large scale immobilisation of railway wagons. Besides, the Railways have had to contend with a spate of staff agitations including wild cat strikes. "go-slow", "work-to-rule" and "work-to-designation" agitations in recent past culminating in the All India strike by railwaymen in May 1974. These factors have not only resulted in slowing down movement of railway wagons but have also caused a serious set back in the maintenance of rolling stock including locomotives and wagons.

With the gradual improvement in the maintenance of engines and rolling stock and with settled conditions after the last strike, the mobility of wagons is expected to improve, which in turn would help in reducing the time-lag between indenting/allotment of wagons and their physical supply.

The various steps taken lately to improve availability of wagons for use by trade so as to reduce the time-lag between indenting/allotment of wagons and their supply have already been given in para 4.24 of Chapter IV of the Fifth Report of Railway Convention Committee 1971 dealing with the supply of wagons to trade and industry. Since then further orders for additional wagons have also been placed. As on 1-4-74, orders for 50,550 wagons both on additional and replacement account are already pending with the manufacturers.

Apart from this, a high-level committee (headed by Shri G. D. Khandelwal) was set up by the Ministry of Steel and Mines to investigate, *inter alia*, the reasons for excessive detention to wagons in the steel plants and suggest ways and means of reducing the same. This committee has since submitted its report and it is under detailed examination by the Ministry of Steel and Mines. Detention to wagons in the Steel Plants is likely to come down when such of the

recommendations of this committee as are finally accepted by that Ministry are implemented. The Ministry of Shipping and Transport have also been requested to constitute a similar committee to go into the problem of excessive detention to wagons in different ports.

It would not be out of place of mention here that the effectiveness of the various steps so far taken for improving availability of wagons to the trade would necessarily depend on the existence of normal working conditions on the Railways.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)—
4224, dated 27-7-1974].

Recommendation (S. No. 37, Para 4.37)

The Committee have in paragraphs 5.163 and 5.165 of their Third Report pointed out that there is need for activating the Station Committees for taking into confidence the trading and business Community who are at present impelled to patronise road services for want of efficient reliable and quick rail services. There is widespread feeling in the public mind that the booking staff indulge in variety of malpractices which not only results in loss of public goodwill for the Railways but also affects their earning potential. It is, therefore, of utmost importance that responsible officers are easily accessible to the trade and industry so that their genuine difficulties in getting wagons for movement of goods are rectified without delay.

Reply of Government

The Committee's recommendation that responsible officers should easily be accessible to the trade and industry is accepted. Apart from the Railway Users' Consultative Committees established at various levels to discuss problems of Railway users and find ways and means to overcome them, close contact is maintained by the Railways with the Trade Community through the Marketing and Sales Organisation set up at the Headquarter of each Railway. Individual grievances of traders are also personally attended to by the Divisional Officers and Area Superintendents.

In addition to regular inspections of the Booking Offices Goods Sheds and Parcel offices, surprise checks are also carried out from time to time by officers and Supervisory staff. Irregularities detected in the course of such inspections or brought to the notice of the

Railway through complaints are seriously viewed and staff found at fault are taken up suitably.

[Ministry of Railways, (Railway Board) O.M. No. 73-B (RCC)—
4226, dated the 15th March, 1974].

Recommendation (S. No. 38, Para.No. 4.38)

The Committee need hardly point out that if any field officials is found recalcitrant or unresponsive, to the needs of trade and industry or indulging in malpractices, he should be strictly dealt so as to have deterrent effect on others.

Reply of Government

A regular machinery already exists on the Indian Railways to deal effectively with officials indulging in malpractices. Suitable disciplinary action is also taken against any official found guilty of incivil behaviour with railway users including members of the trading public.

The aforesaid recommendations of the Committee have been forwarded to the zonal railways for their guidance and necessary action.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)—
4226, dated the 15th March, 1974].

Recommendation (S. No. 40, Para No. 4.54)

The Committee are surprised to note that while the Railways have been emphasising on the producers and the industries the need to mechanise or otherwise speed up the loading/unloading operations, they have themselves done precious little to mechanise these operations at transshipment points. While the committee trust that the nationalisation of coal mines will help the Railways to improve the turnround of wagons through quicker releases, and rationalisation of movement of coal, they would like the Ministry to examine the feasibility of mechanising the operations where necessary in the interest of economy and efficiency of operations since the Railways will be required, as per tentative estimates, to carry nearly 125 million tonnes of coal in the Fifth Plan.

Reply of Government

The Railways already have mechanical or semi-mechanical arrangements for handling of coal at the following transshipment points:—

Name of transshipment point	Transshipment between	Type of arrangement
Tadepalli (near Vijayawada)	B. G. to M. G.	Gravity based mechanisation
Manilduadih (near Varanasi)	Do	Do.
Kalka	B. G. to N. G.	Do.
Sabarmai (near Ahmedabad)	From coal dump to M. G.	Goliath crane

2. While at loading and unloading points, the responsibility for loading and unloading coal is that of the consignor|consignee, the Railways no doubt are responsible for the handling operations at transshipment points. The feasibility of introducing more mechanical|semi-mechanical handling devices for transshipment of coal has been examined but it is felt that the scope for introduction of such devices is limited because of the following:—

- (a) It is now the accepted policy of the Government to direct development towards obtaining a uni-gauge system by gradual conversion of Metre Gauge to Broad Gauge. A number of schemes for gauge conversion have either been sanctioned or are under examination. The work on the conversion of 1630 kms. of Metre Gauge to Broad Gauge is already in progress and this includes the section between Barabanki and Samastipur and Porbunder-Okha and Viramgaum, which when completed will almost eliminate two big transshipment points of Garhara and Viramgaum. With the conversion schemes in progress and those under consideration which when completed will suitably reduce the number of transshipment points and the level of transshipment, investment on mechanical transshipment devices at this stage is considered undesirable.
- (b) While mechanical devices for loading and unloading of coal have been developed such as chutes, tippers and bottom discharge devices, no satisfactory devices have been developed for transshipment operations as such even in advanced countries where the problem of transshipment is not as acute as in India where the two principal

gauge systems are closely interwoven and distributed all over the country. The only other countries where the problem of transshipment exists to some appreciable extent are Argentina, Chile and Australia. While in Chile, the problem is not acutely felt due to the two gauge being segregated in the Northern and Southern parts of the country, in Australia there is a plan for providing uni-gauge movement on important routes and some progress has already been made.

3. However, two proposals for introduction of mechanical|semi-mechanical handling of coal at transshipment points are under consideration, viz., gravity transshipment of Baiyyappanahalli (near Bangalore) and conveyor belts at Korrupupet transshipment point near Madras.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC) 4226,
dt. 15th March, 1974]

Recommendation (S. No. 41, Para No. 4.55)

The Committee would further like the Ministry to prepare a detailed plan for rationalisation of coal movement to ensure that the available wagon capacity is put to the maximum use.

Reply of Government

Rationalisation of coal movement was carefully planned and systems evolved even during the periods when there was control on distribution of coal. Even when the non-coking coal was decontrolled in 1967, Railways retained the rationalisation rules for the movement of coal under the provisions of the Indian Railways Act. The basic principle of the Rationalisation Scheme is that the consumers should take their requirements of coal from the nearest coalfield and there should be no cross movement of coal from different coalfields. As a corollary to the Rationalisation Scheme of coal transport, the following steps have been taken:—

- (a) Coal to steel plants has been linked with the nearest coalfields producing coking coal. Individual washeries are also linked with nearest coking coal collieries.
- (b) Coal to power houses in each region has been linked with the nearest coalfield.
- (c) For the requirement of loco coal, the different Zonal Railways' requirements are also linked with the nearest coalfield sources.

- (d) Recently, linkages have also been established with different coalfields for the cement plants situated in different parts of the country e.g. the cement plants situated in the western sector are linked to the Central India Coalfields and the Pench field and the cement plants situated in the South are first linked with Singareni coalfields and then to Talcher fields, and thereafter only for small quantities to Bengal/Bihar coalfields.

Railways are making constant endeavour to evolve an economic rail transport system for the movement of coal which happens to be the biggest single item of traffic now being carried by the Indian Railways.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC) 4226, dt. 15th March, 1974].

Recommendation (S. No. 42, Para No. 4.56)

The Committee are distressed to find that the shortage of coal has particularly hit the brick kiln industry and other small users. They would like the Ministry to implement without further delay the proposal to set up coal dumps at central places by maximum utilisation of the spare transport capacity during slack season.

Reply of Government

Immediately after the nationalisation of the non-coking coal mines, Ministry of Steel & Mines organised a meeting with the State Government in the month of March 1973 for organising loading of brick-burning coal and piecemeal industry coal in blockrakes to fixed points in different States for distribution of those coals by the State Governments. The State Govts. were also asked to open coal dumps for the purpose. The question of opening of dumps was actively pursued in separate meetings held with different State Governments. As soon as the State Governments are able to organise the dumps, the Railways will have no difficulty in moving coal in block-rakes to these nominated points.

As a matter of fact, this scheme was advocated by the Railway as blockrake loading and unloading will result in better utilisation of rail transport.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC) 4226, dt. 15th March, 1974]

Recommendations (S. No. 43, Para No. 4.62 & 4.63)

M/s. Hindustan Steel Ltd., have in their memorandum to the Committee given a number of suggestions for streamlining and

stepping up the supply of wagons to the Steel Plants. The Committee would, in particular, like to draw attention to the following:—

- (i) Need for assuring uninterrupted supply of wagons for movement of materials like granulated slag, coke etc.
- (ii) Introduction of Quick Transit Services for closed circuit traffic like coal, iron-ore, lime-stone, dolomite etc;
- (iii) Provision of specially designed covered wagons for sophisticated products.
- (iv) Stepping up supply of BFR/BRH type wagons for carrying long length materials;
- (v) Need for avoiding bunching of incoming trains of raw materials.

As the Steel Plants, both in public and private sectors, are the principal bulk users of Railway transport in the country, the Committee would like the Ministry of Railways to give serious consideration to the above suggestions of M/s. Hindustan Steel Ltd., in the overall national interest. It is also necessary that a scheme of effective and close coordination between the Steel Plants and the Zonal Railways is devised so that the day-to-day difficulties of both could be speedily resolved through mutual discussion.

Reply of Government

very close co-ordination is maintained with the Steel Plants by the Railways serving these Plants. For this purpose, an officer in the senior scale is posted at four Steel Plant Towns, namely Rourkela, Bhilai, TISCO and Bokaro. At the other two Steel Plant Towns, namely, IISCO and Durgapur, an officer in the junior scale is posted. Through these officers, Eastern and South Eastern Railways maintain close liaison on a daily basis with the Steel Plants and day-to-day difficulties on either side are sorted out by these officers in consultation with the Divisions as well as the Zonal Headquarters. In addition, an officer in the administrative grade is posted in Calcutta attached to South Eastern Railway Headquarters with the exclusive responsibility of maintaining co-ordination with the Steel Plants and their Headquarter offices at a higher level. Apart from keeping a day-to-day watch on the traffic needs of the Steel Plants, a formal meeting is also held by this officer with the representatives of the Steel Plants every month to discuss specific problems to review the actual performance vis-a-vis the approved programmes.

2. In the co-ordination meetings held at different levels daily as well as monthly, requirements of wagons for movement of various materials are discussed in detail and suitable steps taken to assist the Steel Plants in this respect to the extent possible.

3. It has now been suggested to the Ministry of Steel to take a senior Railway officer on deputation to the SAIL for still better co-ordination at a higher level.

4. In regard to the five specific points raised by the H.S.L., the following remarks are offered:—

4.1. Difficulties arise occasionally in the movement of granulated slag only because of the fact that movement of this material had not been planned by the Steel Plants and consequently the Railways were not able to develop facilities for movement of this material, particularly over long distances. The Steel Ministry has now been asked to tie up arrangements for movement of granulated slag from the Steel Plants to cement factories on a long term basis, so that the movement could be rationalised and suitable facilities provided. As regards coke, the movement is generally smooth except when there are temporary operational restrictions over certain routes, on account of unavoidable reasons such as accidents, breaches, Strikes and dislocation of trains services caused by disturbed law and order condition etc. etc.

4.2. Most of the raw materials to Steel Plants already move in closed circuits in special type of wagons like BOBS, BOBX, KOs etc. which are not utilised for any other traffic. Since these wagons generally move exclusively between the Steel Plants and the loading points, the efficiency of this movement and availability of this type of wagon for movement of raw material depends primarily on the efficiency with which these are dealt with by the Steel Plants and the mines. Running of these trains is closely watched by the railways to ensure their quick movement.

4.3. The need for any special type of covered wagons for carriage of sophisticated products from Steel Plants has not been brought out by any of the Steel Plants. However, a new type of covered wagon is now being manufactured with a carrying capacity of about 28 tonnes which would replace the existing covered wagons.

4.4. The supply of BFRs/BRHs is generally satisfactory except in the months of February and March, when there is a heavy spurt in the demand, as the Steel Plants want to maximise their despatches before the end of the financial year. Such concentrated demands cannot obviously be provided for easily and the Steel Plants

have been requested to even out their despatches throughout the year. In the meantime additional BRHs are being manufactured at an increased level to meet the growing demands more promptly.

4.5. Difficulties in completely avoiding of bunching of incoming trains of raw materials and the steps taken in this regard for improvement in the present position have already been explained in the note under para 6.129 and 6.130.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Recommendation (No. 45 Para No. 4.72)

The Committee have in para 3.84 of their Third Report impressed the need for reviewing periodically the requirements of covered wagons for vulnerable commodities such as foodgrains so as to meet them to the maximum extent possible. They would, at the same time stress that for optimum utilisation of the available wagon fleet, It is necessary to augment the storage facilities in the surplus areas on an emergent basis.

Reply of Government

The recommendation of the Committee is noted. Suitable steps are already being taken not only to procure more covered wagons but also to improve their turn-round.

As regards augmentation of the storage facilities, the matter is being constantly pursued with the Union Ministry of Agriculture and also with the Planning Commission.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Further information called for by the Committee

The result of action taken in consultation with Ministry of Agriculture and Planning Commission for augmentation of storage facilities may kindly be intimated.

(L.S.S. O.M. No. 1/4/73-RCC dt. 13.6.1974)

Reply of Government

The question regarding provision of storage facilities etc. is being pursued by the Ministry of Agriculture and the Food Corporation of India. A Committee called the "Central Storage Committee" has been set up by the Ministry of Agriculture in which

Committee is included a representative of the Ministry of Railways also. This Committee is constantly reviewing the position of existing storage facilities vis-a-vis requirements at different producing and consuming centres. Additional storage facilities are being planned on the basis of the recommendations made by this Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4224
dt. 27-2-1974].

Recommendation (No. 46 Para No. 4.73)

Now that the Food Corporation of India—a public undertaking is the biggest procurer, warehouser and distributor of foodgrains in the country and has field offices all over India, it should be possible for the Railways to work out an integrated plan for the movement of foodgrains which would be consistent with the requirements. The Committee would like Government to take note of the fact that by and large India has already reached self-reliance. It is, therefore, necessary that a perspective plan should be worked out for the movement of foodgrains. The Food Corporation of India should locate its buffer stock in consultation with the Railways so that there is minimum of movement to meet the requirements of needy areas. The Committee need hardly point out that if there is an integrated plan for procurement and distribution of foodgrains it should not be difficult to maintain a reasonable level of prices of foodgrains all over the country in the interest of public.

Reply of Government

The recommendation of the Committee is noted and has also been brought to the notice of the Ministry of Agriculture.

Movement of foodgrains on account of Food Corporation of India takes place in accordance with periodical programmes drawn up in mutual consultations between the officials of the Food Corporation of India and the Railways concerned.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)—
4226, dated 15th March, 1974].

Recommendation (No. 472 Para 4.74)

In para 3.86 of the above report, the Committee have urged that designs of a wagon with sliding roof should be finalised early so that it could be used both for carriage of coal as well as foodgrains. In this connection, they would also like the Ministry to examine the suggestion of the Food Corporation of India that a special type of

wagon should be designed for carriage of fertilisers from ports to the interior areas, the same wagons to be utilised for carrying foodgrains from the surplus areas to deficit areas and that the design should be such that the wagon could be loaded or unloaded mechanically.

Reply of Government

In regard to finalising the design of sliding roof wagons reply to Item No. 51 para 3.86 of the Third Report may be referred. As regards Food Corporation of India's suggestion regarding designing of a special type of wagon for carrying of fertilizers from ports to interior areas and foodgrains from surplus areas to deficit areas and that the design should be such that it could be loaded/unloaded mechanically, the Food Corporation of India have indicated that they have decided to initiate a study in depth of "Transportation of Foodgrains and Fertilizers" in the country.

This study is to be integrated with another study on "All India Storage and Distribution" of foodgrains, being undertaken under the auspices of the World Bank. They have requested to indicate whether it would be possible to undertake such a study involving transport of both foodgrains and fertilizers in bagged condition as well as in bulk. These studies would also cover the following aspects:—

- (i) Examine the current systems and equipment in transportation and handling operation in respect of rail, road and coastal/river movement.
- (ii) Suggest alterations/adaptations/new designs for suitable equipment required for these operations.
- (iii) Study the economic and operations feasibility of alternative equipment and systems.
- (iv) Propose a masterplan for implementation--both short term and long term.

The Food Corporation of India have been advised of the terms and conditions under which the above study can be undertaken.

It may, however, be mentioned that, *prima facie*, the concept of wagon intended for movement of foodgrains and fertilizers only will not be feasible for the following reasons:—

- (a) A common wagon for bulk transport of foodgrains in one direction and fertilizers in the other direction may not be desirable as the remnants of the fertilizers could conta-

- minate the food grains, unless very sophisticated methods for cleaning the wagons are introduced at Fertilizers unloading end.
- (b) The traffic flow of fertilizers and foodgrains will not be so evenly balanced, as to enable circulation of block rakes in closed circuit throughout the year. Piecemeal movement of such wagons is undesirable as requisite arrangements for unloading (involving mechanical pressure discharge) cannot be provided at a number of points. Moreover, considerable empty haulage may be involved, disturbing the normal operational flows. It would, therefore, be desirable that wagons for movement of foodgrains and fertilizers be general purpose wagons.

It may also be added that an outline design of a Broad Gauge 16.25 tonne load 4 wheeler Silo Wagon with a carrying capacity of 21 has been recently developed. This wagon is suitable for mechanical loading and unloading, but whilst loading can be done purely by gravity, unloading has to be done by pneumatic pressure. Though this design has been made primarily with the object of bulk movement of cement, the wagon could also be made suitable for transport of foodgrains in bulk. Should the Food Corporation of India decide upon pneumatic unloading arrangements in the context of their overall scheme for bulk movement of food grains, the Silo Wagon already developed, with suitable modifications, can be utilised for foodgrains and fertilizer movement, provided matching mechanised loading and unloading facilities are developed. Possibility of use of this design of wagon would appropriately form part of the study referred to above.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Recommendation (S. No. 48, Para No. 4.75)

The Committee would also like the Ministry to accord priority of movement of fertilizers. They would also like the Ministry to examine the feasibility of the "own your wagon" scheme in respect of major users.

Reply of Government

The railways attach the utmost importance to the expeditious movement of Fertilizers. Fertilizers sponsored by the Union Ministry of Agriculture or Food Corporation of India or Central/States

Warehousing Corporations move under priority 'B', which is next only to the movement on military operational account. For fertilizers on State Governments' account, wagons are supplied under item 'C' priority.

For fertilizers on trade account, from the domestic manufacturers, wagons are also ensured under item 'C' in accordance with the Quarterly Programme drawn up in consultation with the Union Ministry of Agriculture. Manure like animal dung and bone-meal in trade account also move under priority class 'C' on production of a certificate from the District Agricultural Officer of the receiving District to the Station Master of the despatching station certifying that these fertilizers are required for agricultural purposes.

It will thus be seen that a high priority is already accorded by the Railways for the movement of fertilizers.

As regards 'Own your Wagon' Scheme, the Ministry have examined the feasibility of this scheme and have felt that the scheme is suited mainly for movement of products requiring special type of wagons between specific points i.e., in a closed circuit Private or joint ownership of such special type of wagons for movement of products like liquid Ammonia, liquified petroleum gas, etc. is already in vogue to a limited extent.

In the present context of scarcity of capital, it is unlikely that industry would be willing to invest their capital in owning wagons, and therefore, providing wagons for movement of traffic, particularly bulk commodities like fertilizers, will have to be arranged by the railways. Railways have planned a large scale increase in their holding of wagons for this purpose.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Recommendation (S. No. 50, Para Nos. 4.91 & 4.92)

The Committee note that according to the Ministry, the Railways were able to meet the demand for wagons in respect of cement fully, except in 1971-72 when there was a shortfall of 8 lakh tonnes. On the other hand, they note that the Cement Corporation of India, a public undertaking have stated that the cement factories are able to get about 75 per cent of the quota fixed by the Railways for each cement factory with the result that the balance is moved by the road. The Committee further note that the Railways have also admitted that there is a gap between the indents placed by cement

factories and the loading as the quotas for each cement factory for wagon supply are fixed on a liberal scale and there is a cushion of 20 to 30 per cent in each cement factory between the requirement of wagons to met the Railways' commitment and the quotas fixed for them. It has been explained by the Railways that this cushion is allowed to provide a sufficiently wide margin to make up shortfalls due to various reasons.

The Committee are not convinced by the reasons given by the Railways for the gap between the indents and loading of cement wagons. They feel that the quotas for cement wagons should be fixed with reference to the requirements of production of each cement factory so that there is no room for complaint of less supplies of wagons. Moreover, the supplies of wagons should be regular so that there are no shortage of cement in the market which leads to malpractices and for ensuring that the tempo of production is kept up. The Committee would, therefore, like the Railways to examine this matter in detail in consultation with the cement factories with a view to fix realistic quotas of wagons for them and ensure steady supply of wagons.

Reply of Government

The suggestion given by the Committee has been accepted and implemented. The production potential of each cement factory and its wagon requirements, taking into account its marketing pattern have been assessed in consultation with the factory representatives as well as the Ministry of Industrial Development and wagon quotas for each cement factory have been revised accordingly.

The revised quotas have been brought into effect from the beginning of the current financial year. These quotas have been fixed, providing a uniform cushion of 10 per cent for each factory. This cushion is considered necessary to take care of shortfalls in wagon supply and in wagon utilisation by the factory on a day-to-day basis due to normal operational exigencies.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4228 dt. 15th March, 1974].

Recommendation (S. No. 51, para No. 4.99)

The Committee note that proposals are under consideration for a pipeline on Bombay-Poona Section for the movement of petroleum products. The Committee consider that POL will increasingly be

moved through pipelines. The Committee would, therefore, like the Railways to keep in close touch with the Ministry of Petroleum and Chemicals and Planning Commission for assessing their future requirements of tank wagons, taking into consideration the movement of petroleum products through pipelines.

Reply of Government

The observations of the Committee are noted. The Railways are keeping close touch with the Ministry of Petroleum and Chemicals and the Planning Commission for assessing their future requirements of tank wagons taking into consideration the anticipated movement of petroleum products through pipelines.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Recommendation (S. No. 52, para No. 4.100)

The Committee would also like the Railways to assess the requirements of tankwagons by the Oil Millers in each region with reference to the installed oil processing capacity, so that there are no shortages in the supply of oil tankwagons to them.

Reply of Government

The recommendation of the committee is noted. It is the general practice for the Zonal Railways to assess the requirements of these tankwagons in consultation with the trade in different regions. These requirements are reviewed each year at the commencement of the crushing season and if necessary, tankwagons are transferred from one region to another to meet the demands. Assistance is also given from the tankwagons in the POL fleet to meet sudden spurts in demand.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Recommendation (S. No. 53, Para Nos. 4.118 to 4.120)

The Committee observe that Railways' share of primary movement of tea in the Northeast region which accounts for bulk of the total tea production in the country has come down from 67 per cent in 1966-67 i.e., after the closure of the riverine route through the then East Pakistan in September 1965, to 52 per cent in 1970-71 and 63 per cent in 1971-72, the average during the last 5 years being 60 per cent.

The Committee further observe that the percentage of such movement in the Southern region which was as much as 93.2 in 1950-51 and 8.3 in 1955-56 has shown a sharp and consistent decline over subsequent years and has come down to as low as 5 per cent in 1971-72. This is stated to be due to the emergence of road transport which offers a quicker, more reliable and cheaper service. It is obvious that the Railways have more or less been displaced in the field by a more competitive road transport service in so far as Southern Zone is concerned.

The Committee note that the Railways have taken some steps to attract the tea traffic in the Eastern region. However, their efforts in this direction do not appear to have borne appreciable results so far. If the Railways desire to improve their earnings they would have to attract tea and high-rated traffic by rendering more efficient, safe and dependable service. The Committee would like the Railways to examine this matter in depth and take concrete measures in this behalf.

Reply of Government

The Railways are aware of the need to attract tea traffic to rail particularly in North Eastern region, which accounts for the bulk of the total tea production in the country and have taken various steps from time to time towards the same. It is, however, relevant to mention that these measures have to be viewed in the context of certain inherent constraints which rail transport suffers *vis-a-vis* road transport such as—

- (a) The road hauliers are able to pick up the traffic from the tea gardens and reach it to Calcutta and other destinations in much shorter time. The position has been further aggravated with the improvement of the road communications between Assam and Calcutta and particularly, the road bridge over the Ganges at Farakka, which has reduced the transit time of trucks by about 2/3 days and minimised the incidence of pilferages which were occurring during the ferry crossing of the trucks at Farakka. It is well-known that speedy transit is very vital to the tea traffic to meet the periodical auctions at Calcutta.
- (b) As the bulk of the tea traffic from Assam and North Bengal is from Metre Gauge stations, the traffic has to be transhipped into Broad Gauge wagons with its inherent hazards, damage and pilferages.

- (c) With the setting up of a tea auction centre at Gauhati resulting in the movement of tea in the first instance from the tea gardens in upper Assam to Gauhati and thereafter from Gauhati to Calcutta, there is double movement involving additional handling with its concomitant risks of damage and pilferage.
- (d) A large quantity of stores materials etc. for tea gardens on the N.F. Railway from various stations elsewhere in the country move by road and in the return direction these road hauliers (who would otherwise have to send their trucks empty) are able to offer very low rates for tea to Calcutta as otherwise they would have to send their trucks empty.

However, the following steps have been taken by the Railways to attract tea traffic in the North Eastern region to rail:—

- (i) A freight forwarder scheme between New Bongaigaon and Calcutta was introduced in May, 73 and the traffic under this scheme is picking up. Proposals for introduction of freight forwarder services between Gauhati and New Bongaigaon, New Jalpaiguri and Howrah, Gauhati and Silcher, and Silcher and New Bongaigaon are also under examination.
- (ii) A street collection and delivery service has been introduced at Gauhati from August, 1973 and this is gaining popularity with the tea trade.
- (iii) An incentive of 10 per cent rebate in freight has been introduced when consignors book 3 Metre Gauge wagons or multiple thereof on a single invoice. By this the contents of 3 Metre Gauge wagons can be transhipped in 2 Broad Gauge wagons, thereby enabling better utilisation of B.G. wagons at transshipment points.
- (iv) From July, 1973 a package service was introduced for movement of tea from Darjeeling area to Calcutta. Under this arrangement, tea is moved by one train from the Darjeeling area to New Jalpaiguri reaching New Jalpaiguri the following day and loaded the same day by Darjeeling Mail for Calcutta (Sealdah) where it reaches the next day. The target transit time between Darjeeling and Calcutta under this scheme is 36 hrs. and the parcel rates of tea traffic have been reduced to attract this traffic to this service.

A close liaison is maintained by the Marketing & Sales Organisation on the Railways with the tea trade to find out their requirements and their problems and tender necessary assistance. One of the measures in this direction is the construction of covered accommodation at six tea loading stations in Assam. Two of these sheds have been completed and the work in respect of the others is expected to be completed shortly.

2. As regards the Southern region, as has already been pointed out by the Committee the prospects of Railways capturing tea traffic from road are very bleak in view of the inherent advantages which road transport has over railways particularly where short distance movement is concerned. Since most of the tea gardens in the Southern region are situated within a radius of about 480 kilometres of Cochin, which is the main auction centre and port of export for tea and also the main distribution centre for tea in the south, the Railways are not in a position to provide a competitive service. As a major portion of the traffic is short lead traffic where the inherent advantages of movement by road far outweigh any freight advantage that the Railway may offer, it is considered neither feasible nor desirable to attempt to divert this traffic to rail. In fact an attempt was made in this direction in 1970-71 by offering reduced freight rates, but the results were not encouraging, and this rate reduction came in for severe criticism from the Audit and had to be withdrawn in March, 1972.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Recommendation (S. No. 54, Para No. 4.131)

The Committee are concerned to note that there are complaints regarding the supply of defective wagons by the Railways to the cement factories and other mills resulting in an average rejection of about 10 per cent of wagons. This naturally results in unnecessary empty haulage to and from the factories by the Railways and loss of wagon capacity. The Committee consider that if strict supervision is exercised over working of yards and sorting out of unfit and sick wagons before supplies are made, the incidence of defective supplies could be greatly reduced. The Committee would like the Railways to take concerted measures to put the working of the yards on sound and efficient footing so as to ensure that water-tight wagons are provided to the industry particularly during rainy season so that unnecessary empty haulage or payment of claims due to wet is avoided. It might also help if a record of supplies of defective wagons and their rejection by the mills is kept yard-wise.

Reply of Government

As was explained to the Committee during oral evidence as also in the written memoranda the problem of unfit wagons has increased considerably in the last few years on account of an increase in the scale of vandalism, particularly in certain areas where wagon bodies are damaged with a view to extracting contents. Various measures have been taken by the Railways to solve this problem. Some of these are:—

- (i) Intensifying the degree of supervision over sections and in yards which are found, particularly vulnerable in this regard.
- (ii) Increasing the facilities available in certain yards/sick lines for panel patching and carrying out other repairs to wagons that are thus damaged. Such facilities have now been developed at all depot yards serving major cement factories. In addition, such facilities have also been developed in the sidings of major cement factories.

Efforts in this direction will continue.

A record of wagons found defective by each cement factory is already being maintained. Instructions also exist that defective wagons should, as far as possible, be sorted out by the serving yards before supply to the cement factories.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Recommendation (S. No. 56, Para No. 4.139)

The Committee note that according to Railways, there is over-requisitioning of wagons by the trade and industry and that a regular trade in speculative indents has developed at various booking points. The Committee further note that the Railways have increased the rates of registration fee to check this malpractice to a certain extent. The Committee are of the firm view that while the increase in the rates of registration fee may reduce the incidence of spurious registration to some extent, the solution to this problem lies in increased supply of wagons to trade and industry as this malpractice is obviously due to short supplies or delayed supplies of wagons. The Committee hope that the Railways would seriously address themselves to the task of regular and adequate supplies of wagons so as to eliminate all such mal-practices.

Reply of Government

The recommendations of the Committee have been note. The Railways do recognise that prompt supply of wagons against indents placed on them is an important objective which they are already striving to achieve. Their entire planning for additional wagons and line capacity etc. is geared to achieving this objective. Suitable steps are already being taken to ensure adequate availability of wagons to the trade not only by increasing the fleet of wagons but also by improving their turn-round. These efforts have, however, been seriously hampered by a large number of extraneous and unforeseen factors which have tended to slow down the mobility of wagons. Given normal working conditions, it should be possible for the Indian Railways to bring about a substantial improvement in the availability of wagons to trade and industry.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Recommendation (Sl. No. 58, Para No. 5.13)

The Committee note that the Railways have brought about certain improvements in the procedure of booking of goods in 1970 in pursuance of the recommendation of the one-man Expert Committee on Compensation Claims. They however regret that still there are complaints regarding the procedure of booking of goods at the railway stations. It is a matter of concern that even ex-Railway Officers find the procedures of booking and delivery of goods as "an ordeal time consuming and cumbersome". The Committee need hardly stress that railways should make concerted efforts to provide customer satisfaction and that their outlook should be customer-oriented. All irksome delays and irritants in the booking of goods should be removed. The Committee trust that the Railways would take necessary steps to streamline and simplify their procedure of booking of goods and ensure, by purposeful supervision that the instructions issued in this regard are implemented in actual practice.

Reply of Government

The procedure for booking of goods involves submission of forwarding note, private and railway marking of packages, weighment, examination of packing condition, finding out of cheapest/shortest/open route, calculation of freight charges and, lastly, issue of railway receipt. All these steps are necessary. At small stations where there is no rush, all these steps can be taken within a short time. At larger

depots, where different functions are discharged by different commercial clerks, and there is also rush of consignors, the procedure becomes more time consuming.

Though reasonable caution to prevent mis-declaration and mal-practices cannot be dispensed with, the Railway Board realise the need for better service to their customers. The Zonal Railways have been asked to conduct work study of major goods depots, if not already done, with one of the objectives as prompt booking and delivery of goods. The railways are being directed to ensure that the staff strength is commensurate with workload, to intensify supervision and to impart better training to the booking staff who should be courteous and helpful to the customers. The Efficiency Bureau is also conducting a special study with a view to simplifying commercial documentation.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated 15th March 1974]

Recommendation (Sl. No. 59, Para No. 5.14)

The Committee would also like the Railways to provide necessary assistance to the casual customers who have no forwarding agents so that they have not to wait for long hours and are able to form a favourable impression about the working of the Railways.

Reply of Government

The Railway Administrations have been directed to see that customers who have no forwarding agents are attended promptly and given all help by the supervisory officials in the goods shed.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated 15th March 1974]

Recommendation (Sl. No. 61, Para No. 5.21)

"The Committee note, that instructions are in force on the Railways to advise the consignees about the arrival of goods and parcels but they confer no obligation on the Railways to do so and that absence of such advice does not absolve the consignees from payment of demurrage and wharfage charges in case of delays in taking delivery. From the impression gathered by the Committee during their tour, they are of the opinion that these instructions are rarely observed by the Railway staff, in actual practice. The Committee agree that in the present conditions, the consignees may not be absolved from payment of demurrage etc. charges, in case the Railways fail to advise

them of the arrivals of goods. Nevertheless they consider that as a commercial organisation it is not only proper but necessary for the Railways to advise the consignees of the arrival of their goods invariably in all cases. The Committee recommend that instructions should be issued by the Railway Board to the Railway Administrations to ensure that consignees are invariably informed about the arrival of goods in all cases, wherever their addresses etc., are available. They would also like the Railway Supervisory Officers to ensure that these instructions are actually implemented and do not remain mere paper instructions as hithertofore. The Committee have no doubt that such measures will go a long way in earning the good will of customers to the Railways, which is very necessary in view of the Rail Road competition."

Reply of Government

Instructions have been reiterated to the Railway Administrations for compliance. They have also been advised that Supervisory officials should periodically check and ensure implementation of these instructions.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated 15th March 1974]

Recommendation (Sl. No. 64, Para Nos. 6.13 & 6.14)

The Committee note that according to Railways the efficiency of wagon utilisation on Indian Railways compares favourably with that of the Railways in some of the advanced foreign countries such as U.K., Canada, France, West Germany, Italy, Japan and U.S.A. In fact, in respect of the two principal indices of efficiency of utilisation, viz. the number of wagons utilised to move one million net tonne kilometres per day and net tonne kilometres moved per annum per tonne of capacity, the Indian Railways are next only to the Japanese National Railways.

The Committee recognise that extension of diesel/electric traction and improved signalling techniques have an important bearing on the efficiency of wagon utilisation and that the efficiency could be further improved if mixed traction could be done away with at least on major trunk routes. The Committee observe in this connection that the percentage of net tonne kilometres of freight traffic operated by diesel and electric traction on all gauges has gone up from 10.08 in 1960-61 to 72.42 in 1971-72. The percentage figures of electric/diesel traction on the broad gauge which serves the principal trunk routes of the country are 11.66 and 77.40 respectively.

Reply of Government

This is only an observation. Even now on most of the major trunk routes, traction is of one type only. On dieselised and electrified sections, only sectional work trains are on steam traction. These trains have necessarily to be on steam traction on account of the extensive shunting required to be done at way side stations and the consequent delay inherent in such shunting. With increase in dieselisation and electrification, the extent of mixed traction will be further reduced.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated 15th March 1974]

Recommendation (Sl. No. 65, Para No. 6.15)

The Committee would like the Efficiency Bureau of the Railway Board to undertake a study of the efficiency of wagon utilisation (gauge-wise and Railway-wise) with a view to ascertain if the results achieved during the course of the last decade have been commensurate with the improved traction power, increased line capacity and better signalling and communication facilities provided during this period with a view to suggest areas where further improvement is possible and should be effected. They would like the results of this study and the action taken thereon to be brought to the notice of Parliament through the Annual Reports of the Ministry.

Reply of Government

The matter is under examination. Preliminary steps have been taken to collect the data required for the study.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated 15th March 1974]

Comments of the Committee

The Committee would, however, like to emphasise that the result of study of the efficiency of wagon utilisation (gauge-wise and Railway-wise) and the concrete action taken to improve the efficiency of wagon utilisation should be specifically mentioned in the Annual Reports of the Railways and the Railway Board so that the public know what is being done in this behalf.

Recommendation (Sl. No. 66, Para Nos. 6.31 & 6.33)

The Committee observe that the turn-round of wagons has deteriorated on all gauges during the last five years. The position on BG and MG which was fairly constant till 1969-70 and had in fact shown

some improvement on the MG, has taken a turn for the worse in subsequent years. The position on the Narrow Gauge has also worsened after 1967-68.

The Committee note that apart from the disturbed law and order situation in the country particularly in the Eastern Region, one of the factors affecting the turn-round of special types of wagons such as BOX & BFR wagons is the heavy detentions due to labour troubles in Ports and Steel Plants, etc.

The Committee are not fully convinced if the above factors alone (and these have been prevalent earlier also albeit in varying measure), could be said to be entirely responsible for the deteriorating trend in the situation over the last three years. With the large scale programme of modernisation in all spheres, augmentation of hauling and line capacity, and more particularly the large scale movement of bulk commodities in full train loads between specified points, introduction of super fast express goods services, export specials etc., the Committee would have imagined that the turn round of wagons would, on the other hand, show considerable improvement over the years. It is a matter of deep concern to the Committee that this has not come about so far.

Reply of Government

These observations of the Committee are not separate conclusions of the Committee but are closely related to what the Committee has stated in paras 6.15 to 6.36. In para 6.15 of their report, the Committee have suggested that the Efficiency Bureau of the Railway Board should undertake a study of the efficiency of wagon utilisation (gauge-wise and railway-wise) with a view to assessing if the results achieved during the last decade have been commensurate with the improved traction power, increase in line capacity and better signalling and telecommunication facilities provided during this period. This study which is being separately undertaken by the Efficiency Bureau, would bring out the effect of various factors on the increase in the turn-round of wagons, and would also therefore point out the areas where action could be taken profitably by the Railways for improvement in wagon utilisation.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-
4226 dated 15th March 1974]

Recommendation (Sl. No. 67, Para No. 6.34)

The Committee trust that the study proposed in paragraph 6.15 earlier would cover this aspect of the matter in all its ramifications with a view to pinpoint the reasons why the massive investments have not yielded the desired results and in particular, to what extent the deterioration in this regard is due to laxity in management, slackening of standards and other factors within the control of the Railways.

Reply of Government

The matter is under examination. Preliminary steps have been taken to collect the data required for the study.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1975].

Recommendation (S. No. 68, Para No. 6.35)

The Committee urge the Ministry to make concerted efforts to improve the wagon turn-round by more rational planning of requirements and its efficient implementation.

Reply of Government

The recommendations of the Committee have been noted. While every effort is already being made to improve turn-round of wagons by deploying different techniques within the railways' control, much depends on the extent to which normal working conditions prevail on the Railways. The various extraneous factors, as have been outlined earlier in answer to different items etc., continue to have serious repercussions of the mobility of traffic, which in turn affects wagon turn-round. Lately, there has been a spate of staff troubles. Without going into the merits and demerits of these agitations, it cannot be denied that their direct effect on the mobility and turn-round of wagons is substantial. Within these limitations, efforts would continue to be made to improve wagon turn-round.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1975].

Recommendation (S. No. 73, Para No. 6.49)

From the data furnished by the Ministry, the Committee find that the average number of hours in a day when the wagons are on the run differs widely from Railway to Railway and from year to year even on the same Railway. While the Committee realise that the pattern of traffic, the number of break-of-gauge points, the type of gauge predominant on a particular Railway, the general law and order situa-

tion etc. affect the running time of wagons, there are a number of other factors within the control of the Railways particularly the efficiency of working of the staff in marshalling yards, at transshipment points and in the sidings which also affect the mobility of wagons to a considerable extent. Viewed in this context, the position on the Northeast Frontier Railway where the average running time of wagons is only 2.21 hours on the B.G. and 3.50 hours on the M.G. as against the all India average of 4.07 hours and 3.93 hours respectively is poor and calls for close watch. The Committee consider that ways and means should be devised by the Railways to improve the working of this Railway so as to produce better results. They would also like the Efficiency Bureau of the Railways to study this problem on all Railways and suggest concrete measures to increase the average daily running hours of wagons so as to achieve the best results.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated 15th March 1974]

Reply of Government

The matter is under examination. Preliminary steps have been taken to collect the data required for the study.

Further information called for by the Committee

The findings of the study may be intimated to the Committee.
(L.S.S. O.M. No. 1/4/73-RCC dated 13th June, 1974)

Reply of Government

The study has not yet been completed. As soon as it is completed, its findings will be communicated to the Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4224 dated 27th July, 1974]

Comments of the Committee

The Committee feel that by now the problem of increasing the average daily running hours of wagons should have been studied and effective action taken.

Recommendation (S. No. 74, Para No. 6.62)

The Committee find that the average speeds of goods trains (BG) hauled by diesel/electric engines have shown a deteriorating trend on the Eastern, Northern, Southern, South Eastern and Western Railways during the last 3 years. A similar trend is visible on the MG

sections of the North-eastern, Northeast Frontier, Southern and South Central Railways. Consequently, the all India average of speeds of trains hauled by diesel and electric engines both on BG and MG has come down. The Committee are distressed to note that this should have occurred despite various measures stated to have been taken by the Ministry in pursuance of the recommendations of the Study Team of the Administrative Reforms Commission. The suggestion of the Study Team that the Railways should aim to achieve an average speed of 25 to 30 miles an hour for diesel and electric trains is therefore still a distant goal. The Committee would like the Ministry to examine in detail the reasons for the deterioration of the speeds of goods trains on the Zonal Railways mentioned above and take necessary steps for effecting improvement.

Reply of Government

The recommendations of the Committee have been noted. The Railways are already fully alive to this problem and have taken various steps to bring about a steady improvement in the speeds of goods trains. A large number of factors have, however, been affecting the free flow of traffic which in turn hampers achievement of better speeds. However, the recommendations of the Committee have been brought to the notice of the zonal Railways for necessary action and will receive constant attention at all levels.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated 15th March 1974]

Recommendation (S. No. 75, Para No. 6.63)

The Committee are surprised to note that maximum permissible speed of wagons on the Indian Railways is the same irrespective of whether these are moved by steam, diesel or electric engines. The Committee see no reason why the maximum speed in respect of wagons hauled by diesel or electric engines cannot be increased so as to take maximum advantage of better and high-powered locomotives.

Reply of Government

The motive power alone does not contribute to any increase in the speed of goods trains but there are other relevant factors that also need to be taken into account such as riding characteristics of vehicles, condition of track, bridges, brake-power, braking distances, section capacity and availability of good paths, train controlling etc. etc.

A review was undertaken in the past to find out if goods trains with 70 loaded 4-wheeled B. G. wagons could be permitted to run at 72 kmph maximum speed. Trials conducted by R.D.S.O. and the Railways in this regard revealed that such goods trains with 85 per cent effective vacuum cylinders, 450 mm average vacuum required approx. 1400 metres distance to bring them to a halt from the speed of 72 kmph with emergency application of brakes on flat sections. Accordingly, Railways were advised to provide warning boards to alert drivers at this distance and to take full advantage of these higher speeds on trains and to go up to 72 kmph on sections where the above conditions have been fulfilled. However, braking distances on similar full load trains with the brake-power as mentioned would on gradient sections require a larger warning gap and trials in respect of this are in hand.

Any further increase in the speed above 72 kmph would require fitment of QAQR/Air brakes on the goods stock to ensure stoppage of trains within the 1400 metres with the application of emergency braking besides provision of certain other improvements in the track standards etc. Experience has shown that with the existing vacuum brake system it would be difficult to increase the existing maximum permissible speed unless radical changes are carried out in the brake-system as also in the track standards. Moreover, with the advent of the higher powered Diesel and Electric Locos, the first priority in operation was for increased loads to be moved by these locomotives in preference to higher speeds, but with more and more of these locomotives going into service the average speed in the sections, where purely the Diesels and Electric locomotives will be operating, will go up.

The question of increasing the maximum speed for "Unit"/"Closed circuit" goods trains, consisting of wagons with roller bearings and fitted completely with air brakes will be taken up progressively.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)—
4226 dated 15th March, 1974].

Further information called for by the Committee

Please clarify:—

- (i) When the review for permitting goods trains to run at 72 Km per hour was carried out;
- (ii) When Railways were advised to provide bearing boards and to take full advantage of higher speeds; and
- (iii) the present position in the matter.

(L.S.S. O.M. No. 1/4/73-RCC dt. 13-6-1974).

Reply of Government

(i) In July, 1967.

(ii) In September, 1967.

(iii) Warning boards have been provided on all the sections where goods trains are permitted to run at the maximum speed of 72 kmph.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)—
4224 dt. 27th July, 1974].

Comments of the Committee

The Committee would like to be informed of the improvement effected in the speed of trains as a result of the various steps taken by the Railways.

Recommendation (S. No. 76, Para No. 6.64)

The Committee regret to point out that Indian goods trains have not increased their speeds in recent years to commensurate with the increase in traction power improvements in communications, line capacity etc. The improvements brought about by the Soviet railways demonstrate the technological potential of modern railway equipments when it is augmented by energetic operating procedures. The Committee feel that the Indian Railways can benefit from Soviet experience in regard to speeding up of trains, freight traffic densities and increasing the frequencies of goods trains.

Recommendation (S. No. 77, Para No. 6.65)

The Committee would like the Railways to study the methods employed in foreign countries to increase the speeds of trains on account of progressive change in traction so that full benefit is obtained of the heavy investment made in improving track, line capacity and traction power on the Indian Railways. The Committee are of the view that there is enough scope for increasing the speed of trains particularly the goods trains, in the Indian Railways. They hope that necessary measures would be taken by the Railways in this regard. The Committee trust that higher speed would result in better wagon utilisation and movement of additional traffic.

Reply of Government

The subject of increasing the maximum permissible speeds of goods trains on Indian Railways has already been fully, with in

reply to Recommendation No. 75 wherein mention has been made of the various relevant factors which, have also, to be taken into account to achieve higher speeds apart from the increase in the traction power.

With regard to the improvements brought about by the Soviet railways in the technological potential of modern railway equipment, data in this regard is being collected from Soviet railways so that Indian Railways could adopt such of the techniques as are found practicable under Indian working conditions.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4228
dt. 15th March, 1974]

Further Information called for by the Committee

Please intimate the conclusions arrived at on the basis of the data collected from the Soviet Railways regarding the suitability of some of their techniques for adoption in Indian Railways.

(L.S.S. O.M. No. 1/4/73-RCC dt. 13-6-1974)

Reply of Government

It has been decided to depute 3 officers to visit Soviet Union to study the working of the Soviet Railways in accordance with the recommendation made by the Railway Convention Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4224
dt. 27-7-1974]

Recommendation (S. No. 79, Paras No. 6.104 to 6.106)

From the data for the last three years furnished to them, the Committee observe that there are heavy detentions to wagons in almost all the important marshalling yards and that the targets prescribed have practically no relevance to the realities of the situation. The Committee understand that the question of fixing these targets afresh both in respect of marshalling yards and transhipment points is under consideration so as to reflect the position correctly in terms of wagon units.

The Committee note that apart from labour troubles which have adversely affected the working of the marshalling yards in recent years, "there is a noticeable slackening in discipline on the Railways, particularly in the marshalling yards where various categories of staff... have to work in close co-ordination to produce best results."

The Committee cannot stress too strongly the need for Railways which are the very lifeline of the country, to enforce high standards of service and discipline, particularly in marshalling yards and transshipment points, where any hold up of wagons has far reaching implications. The Committee therefore, expect the supervisory staff not only to tighten up supervision but also to set high standards of service for the lower staff to emulate.

Reply of Government

The Committee's recommendations have been noted and communicated to the zonal Railways.

— It may, however, be mentioned that slackening of discipline among staff of different categories is a feature that has cropped up in recent years and is common to most Governmental and industrial organisations. While the need for enforcing strict discipline by the local supervisory staff in the marshalling yards cannot be over-emphasised, the solution to the problem cannot be found in isolation at that level alone. The Railway Administration is already alive to this problem and it is hoped that in due course better sense of discipline will prevail among staff at all levels.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dt. 15th March, 1974]

Recommendation (Sl. No. 80, Para No. 6.107)

The Committee would like the Ministry to evaluate the results of the working of mechanised yards in the country and their economic viability etc. They may also study the working of mechanised yards of the Railways in some of the advanced countries. On the basis of such a study, the Ministry may see whether it would be economical to mechanise other important yards in the country keeping in view the trends of traffic and other relevant factors. The Committee would like to point out that in our country where gainful employment for the people is a pressing necessity, mechanisation may be introduced only where it is absolutely essential in the interests of operations and its advantages are manifest.

Reply of Government

A study as suggested by the Committee is being undertaken.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dt. 15th March, 1974]

Further Information called for by the Committee

Please indicate the results of the study for information of the Committee.

[L.S.S. O.M. No. 1/4/73-RCC dt. 13.6.1974]

Reply of Government

Information about various aspects of working of all mechanised and a few non-mechanised yards in this country has been collected as also some details about mechanised yards and studies done in this field in other countries is available in publications. Information collected is being analysed and studied. A few time-studies have been done and further time-studies will be taken up shortly.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4224
dt. 27-7-1974]

Recommendation (Sl. No. 81, Para Nos. 6.108 & 6.109)

6.108. The Committee would like to point out that encouragement of labour cooperatives is an accepted policy of Government for a long time. They are surprised that labour cooperatives to undertake loading and unloading work at transshipment points have not come up in increasing numbers as they should have.

6.109. The Committee note that the Railways are now taking steps to encourage labour cooperatives to work at transshipment points. They would like the Ministry to render all possible assistance and encouragement to such cooperatives and extend the arrangement to other transshipment points. The Committee have no doubt that labour cooperatives would prove a success in solving the labour problems at transshipment points.

Reply of Government

6.108. Railway Ministry have been encouraging the formation of labour cooperatives and in pursuance of this policy several concessions and facilities including provision of handling work without call of tenders upto a monetary limit of Rs. 2 lakhs per annum have already been extended.

Over hundred handling contracts for fuel, goods and parcels are now held by labour cooperatives on the Railways.

Endeavours are being made to speed up the organisation of additional labour cooperatives to take over the remaining contracts.

6.109. Noted.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dt. 15th March, 1974]

Recommendation (Sl. No. 82, Para No. 6.123)

The Committee note that despite the fact that free time on a scale more liberal than that given to other customers is allowed to the Steel Plants, the detentions of wagons is far in excess of the time allowed and that a sum of as much as Rs. 2 crores was paid as demurrage by the Steel Plants to the Railways in 1971-72 of which the public Sector Steel Plants accounted for about Rs. 1.34 crores.

Reply of Government

This is only an observation and no reply is called for.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dt. 15th March, 1974]

Recommendation (Sl. No. 89, Para No. 6.148)

While appreciating the reasons for detention of wagons in the Calcutta Port, the Committee would like to point out that with their long experience of working in close collaboration with each other, it should be possible for the Railway authorities and the Calcutta Port Commissioners' Railway to ensure that wagons are not unnecessarily held up and that their movement synchronises with the arrival/departure of ships so that the detentions are kept to the minimum. The Committee would like the Ministries of Transport and Shipping and Railways to review the matter periodically at a high level so that difficulties, if any, arising at any of the Ports are resolved without delay.

Reply of Government

Liaison is maintained continuously between the Railway systems serving the Calcutta Port Commissioners' Railway and the Port authorities. It is not, however, possible to completely eliminate detentions to wagons by synchronising arrival of wagons and ships, particularly on account of the difficult harbour conditions obtaining in the Calcutta Port. The problem can be solved to some extent by increasing the stacking space for various items inside the Port. The limitation in this is the lack of adequate space inside the harbour.

With the commissioning of the Haldia Port and diversion of some of the present items of traffic to that Port from Calcutta, this difficulty should considerably reduce with attendant reduction in detention to wagons.

2. Instructions have now been issued to the Eastern and South Eastern Railways to conduct a meeting once in three months at the level of Dy. Chief Operating Superintendent (Goods) with the Traffic Manager of the C.P.C. Railway to review the working with specific reference to this aspect of detention to wagons.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dt. 15th March, 1974]

Recommendation (Sl. No. 90, Para Nos. 6.159 & 6.160)

The Committee observe that the percentage of average daily number of wagons under or awaiting repair to the total number of wagons on line has risen from 4.36 in 1968-69 to 5.20 in 1971-72 as against the normal average of 4 per cent during the earlier seven years.

While recognising that the unsatisfactory law and order situation and large scale vandalism by unsocial elements in the Eastern region resulted in immobilisation of a large number of wagons during the last two years, the Committee would like to point out that the position on the NG system of the Eastern Railway and both the BG and NG systems of the South Eastern Railway is very unsatisfactory. So far as NG stock is concerned, it has been stated to be due to the fact that such stock has to be transhipped on BG wagons for repairs. The Committee see no reason why inordinate delays should occur in this respect. Though the position has shown some improvement during 1971-72 as compared to the previous two years, the Committee would nevertheless like the Ministry to look into the matter and take necessary remedial measures.

Reply of Government

It is mentioned that 5.2 per cent indicated in the Convention Committee recommendation as the figure for ineffective in 1971-72 is a misprint. The actual figure was 4.20 per cent on all railways, which is close to the target.

It is also mentioned that a large scale drive has already been undertaken to bring down the number of ineffectives of wagon stock on the B.G. and M.G. This includes—

- (1) Intensifying panel patching on all sicklines;

- (ii) Strengthening the infra-structure for wagon repairs in all sick lines;
- (iii) Planning for intensifying modernisation of nominated sick lines on all railways for which purpose additional committee was recently set up in May, 1973; further to the committee set up in 1964 and 1968. The recommendations are now being followed up and the railways are submitting proposals for modernisation of sick lines in Works programmes and Machinery and Plant Programmes. This is also in follow up of RAIC recommendations (Rec. No. 201 and 202 of Para II) on the same subject. In addition to the above, action for repairs of wagons on the open line being taken, action is also being taken to enhance POH capacity on the Indian Railways by setting up additional workshops and by augmenting facilities in existing workshops so as to ensure that overdue POH arrears are countered effectively by the third year of the Fifth Five Year Plan.

It is also mentioned that with the improvement in the Law and order situation and the intensified drive taken for theft proofing of wagon components and replacement of components stolen/damaged as a result of theft/vandalism, there is no large scale immobilisation of wagons and the ineffective percentage of 4 per cent caters to all stock temporarily out of commission.

Adequate action has already been taken so far as M.G. stock is concerned to ensure that the repairs are effected in the least possible time. The transit of wagons from and to shops for N.G. is also being monitored so that delays are avoided.

At the Railway level and Board level this index of performance is being periodically scrutinized and action necessary is got initiated.

[Ministry of Railways (Railway Board) O.M. No. 73-B (RCC)-4226
dated the 15th March, 1974]

Recommendation (Sl. No. 91, Para 6.161)

The Committee consider that under the present conditions when there is a general shortage of wagons, it is necessary to ensure that damaged wagons are repaired expeditiously and properly. The Ministry should, therefore, make all out efforts to see that the previous position when not more than 4 per cent wagons on an average would be awaiting repairs at any point of time, is restored at the

earliest and in fact improved upon. The position on S.E. Railway merits particular attention.

Reply of Government

Remarks as given in S. No. 90 above. It is mentioned that the figures for S.E. Railway have shown considerable improvement and the figures for 1972-73 are 3.3 per cent 1973-74 (Upto June, 1973) is 3.4 per cent which are well below the target figures.

[Ministry of Railway (Railway Board) O.M. No. 73-B(RCC)-4226
dated the 15th March, 1974]

Recommendation (Sl. No. 92, Para No. 6.162)

The Committee have elsewhere recommended rationalisation of workshop repair facilities. They hope that this will go a long way in improving the position in this regard.

Reply of Government

This has been covered in reply to Recommendation No. 33.

[Ministry of Railways (Railways Board) O.M. No. 73-B (RCC)-4226
dated the 15th March, 1974]

Recommendation (S. No. 93, Para No. 7.5)

The Committee note that the Railways are bringing out some priced publications, giving the procedure for booking of goods, allotment in supply of wagons, settlement of claims etc. and that these publications are printed in English. The Committee regret to note that complaints were made to them regarding the non-availability of these publications to trade and industry particularly, the General Order for Preferential Movement of Traffic which is issued six-monthly. The Committee consider that the procedures, rules and regulations regarding booking of goods etc., should be widely published by the Railways and made available to trade and industry as well as casual railway users. For this purpose, the Railways could make use of the associations of trade and industry. The Railways should also ensure that these publications are readily available at major stations and important book shops.

Reply of Government

The position in regard to the Commercial publications referred to by the Committee, is given below:—

(i) Indian Railway Conference Association Goods Tariff:—

This is a priced publication containing general rules for acceptance, carriage and delivery of goods and the general classification of goods. This publication is brought out periodically by the General Secretary, Indian Railway Conference Association, New Delhi, and the latest edition is in final stages of printing and is expected to be available for distribution/sale shortly.

Instructions have been issued to the effect that copies of the Tariff should be made available for sale to public in books stalls, goods sheds and enquiry offices of important stations. Sufficient number of copies of the next edition of the Tariff are being arranged to be sent to all important stations for this purposes.

(ii) Principal rules and procedure for preferment of claims on Railways:

Rules and procedure for the payment and disposal of claims on Railways are contained in the pamphlet titled "Principal Rules and Procedure for the Preferment and Disposal of Claims" published by the Ministry of Railways (Railway Board). Sufficient number of copies of this pamphlet have been supplied to the Zonal Railways and the same are available for sale.

(iii) Preferential traffic schedule, General and special orders:—

The preferential traffic schedules, general and special orders thereto are issued every six months i.e., on the first of January and July every year. Copies of these orders are sent to all Railways, Union Ministries and different State Governments and Union Territories. At present these are not priced publications.

Instructions exist to the effect that a copy of the Preferential Traffic Schedule should be supplied by each Zonal Railway to recognized and important Chambers of Commerce for the information of trading public. Copies of this schedule are available with each station master and can be freely inspected by the public.

Arrangements are also being made to make this Schedule available for sale at important book stalls.

[Ministry of Railways (Railways Board) O.M. No. 73-B (RCC)-4226
dated the 15th March, 1974]

Recommendation (Sl. No. 34, Para No. 7.6)

The Committee would also like the Railways to consider the feasibility of publishing these publications in Hindi and other regional languages for the use of general public.

Reply of Government

The position in regard to Hindi translation of the Commercial publications is as under:—

(i) Indian Railway Conference Association Goods Tariff:—

The translation of Indian Railway Conference Association Goods Tariff No. 33 Part I is complete and the latest English version (No. 34) is awaited so that the Hindi version could be revised and made upto date incorporating all changes/amendments before it is released for printing.

(ii) Principal rules and Procedure for preferment of claims on Railways; and

(iii) Preferential Traffic Schedule, General and special orders:—

These are available in Hindi also. It may be added that there has been no demand for these commercial publications in other languages.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dt. 15th March, 1974]

Recommendation (Sl. No. 35, Para No. 7.18)

The Committee note that container service has already been introduced by the Railways on 9 routes and that there are proposals to extend it on three more routes in the first phase. The feasibility of introducing this service on 15 other routes during the second phase is also under examination by the Railways. In this connection, the Committee would like to point out that container service has a great future for movement of commodities particularly high-rated commodities as it ensures not only door to door delivery but safe transit. Moreover, it largely obviates chances of thefts and pilferages and consequential claims. Now that sufficient experience has been gained by the Railways in the running of container service, they should review the operation of this service critically in consultation with the users with a view to bring about improvements as well as increase its economic viability. The Committee would also like the Marketing and Sales Organisation to act as the eyes and ears of the

Railways so as to feed back ideas contemporaneously to improve the service of the Railways. The Committee would also like the Railways to evolve financial and other criteria to enable the Railways to extend the service on rational and economic considerations. The Committee further suggest that the Railway should indicate the results of the operation of the container service in special section of their Annual Report so that Parliament and public are fully informed about this.

Reply of Government

1. The Committee's observations are noted. The suggestions of the Committee are already being followed.

2. The performance of container services is constantly watched by the Marketing and Sales Organisation of the Railways and the Ministry of Railways. Various aspects of the performance, such as loading, earnings, per container earnings, transit time of trains carrying container traffic, terminal detentions etc. are critically scrutinised and a continuous effort is on, to improve their performance.

3. Guidelines have been specified for judging the economic viability of the container services. The financial viability of a container service is judged before the introduction of a service through a 'Project Report' and thereafter through an annual 'financial appraisal'.

4. The container services have grown popular over the years. The Marketing and Sales Organisation of the Railways have constantly in mind the need to improve and extend the container services.

5. A para on container services is already included in the Railway Board's annual report on the working of Indian Railways.

[Ministry of Railways (Railways Board) O.M. No. 73-B (RCC)-4226
dated the 15th March, 1974]

Recommendation (Sl. No. 96, Para No. 7.22)

The Committee note that export of wagons is handled by the Projects and Equipment Corporation of India, a subsidiary of S.T.C. and that wagons for export are built in the private sector industrial units. The Committee gathered the impression that there is ample scope for the export of wagons from this country particularly to African and Middle Eastern countries. The Committee have already emphasised the need of continuity of orders for the wagon building units to ensure their economic viability and efficient working. They

would therefore, suggest that there should be utmost coordination and cooperation between the Railways, the Projects and Equipment Corporation of India and Steel Plants to increase the exportable surplus of wagons to foreign countries as well as to regulate export orders and Railways orders in such a way that wagon buildings units have continuity of orders.

Reply of Government

The wagon building industry in the private sector have orders to engage their capacity for the next two years. Orders for a further period of one year are expected to be placed shortly. Thus the domestic requirements of the Ministry of Railways alone will ensure continuous work for the industry for the next three years at an anticipated increased level of production.

Export of wagons are channelised through the Projects and Equipment Corporation of India, who are already exploring all possibilities to secure export orders to the maximum extent possible. Even so, the total export commitments at any time will only constitute a small fraction of the capacity of the industry. Suitable coordination already exists between the Ministry of Railways and the Projects and Equipment Corporation of India to ensure that the manufacture of wagons against the export requirement and the domestic requirements are properly regulated.

Ministry of Railways are already ensuring adequate assistance in the matter of provision of steel and other inputs. Wherever there are shortfalls in indigenous availability namely, steel, wheelsets etc. imports are being arranged to meet the shortfall.

**[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dt. 15th March, 1974]**

CHAPTER III

'RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES

Recommendation No. 17, para 1.53.

The Committee would also like the Government to ensure that the cushion for movement of freight traffic, if created, should be specifically indicated as a percentage of the total wagon fleet and kept separate from the normal complement of wogons. The financial and operational implications of the creation of the cushion should also be clearly indicated and reviewed from time to time and published in the Annual Report of the Railways. The Committee would like to point out that the justification for the extra cushion would lie in fully satisfying the day to day demand of the Trade and Industry for the movement of goods so that there are no complaints from any quarter in this regard.

Recommendation No. 18, para 1.54

The Committee further suggest that the reserve fleet of wagons-i-e- cushion - should be utilised only after approval by the Railway Board so that a constant watch is kept on the efficient utilisation of the normal fleet of wagons and the reserve fleet is used where absolutely necessary. In this connection the Committee would also like to invite the attention of the Railways to the observations made in the Report of the Study Team and the main Report of the Administrative Reforms Commission on the Railways wherein they have not favoured a large cushion of wagons and had observed that excessive stocks of wagons lead to slackness in utilisation and poor outturn.

Reply of Government

The observations of the Committee are noted. As explained in reply to question No. 2(a) "On additional information on requirements and availability of Railway wagons" after calculating the bare requirements of wogons, suitable allowance for peak traffic and maintenance and repairs etc. is made to arrive at the total wagons requirements against each major commodity. The allowance for maintenance of wogons is to cover the requirements for wagon repairs. The allowance for peak traffic, however, is generally to meet the demands during the peak period during a few

months of the year. It will be appreciated that during the last few years the position of wagon supply on the railways particularly from September '70 onwards has not been very satisfactory. This short availability of wagons was felt particularly on the B.G. due to immobilisation of a large number of wagons (i.e. 20,000) in the Eastern sector due to heavy hold up and dislocation to train services for various anti social activities. A large number of wagons were held up due to extensive thefts of parts and fittings and vandalism by miscreants in piercing the side panels of wagons for robbing the contents. Though the wagon position had started improving in the beginning of 1972, with the improvement in the law and order situation in the Eastern sector, the language riots in Assam the students strike in Punjab and the Mulki anti Mulki Rule agitation in Andhra Pradesh completely turned the tables from about the middle of 1972. Thereafter the staff agitations like the strike by the State Electricity Board officials of Uttar Pradesh Government in 1973 and similar other anti-social activities have been taking place in one part of the country or the other practically every day. In fact it will not be very much wrong to say that not a day passes when the Railways in any part of the country particularly in the Northern section latitudes are not being affected and their movements jeopardized by these anti-social activities. Since these factors are indeterminate it would not be possible to pre-assess their impact on the day to day availability of wagons.

In any case so far no deliberate cushion in wagon capacity has been created nor is it likely to be created in the near future due to constraint of financial & physical resources. To the extent Railways operations are not normal, the utilisation of wagons goes down and the wagon fleet moves a lower quantum of traffic.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226
dt. 15th March, 1974].

Recommendation (S. No. 30, Para Nos. 2.61—2.66

2.61 The Committee note that the wheel and axle sets for meeting the requirements of Railways are at present produced at Durgapur Steel Plant and the Tata Iron and Steel Co. (TISCO). The capacity of the Durgapur Plant is about 45,000 wheel sets per year while that of TISCO is about 3,000 wheel sets per year. At Durgapur, additional machinery has been obtained to step up production to 70,000 to 72,000 wheel sets per year. Against this, the maximum output of Durgapur Plant has been 14,470 wheel sets in

1967-68. This production also has been coming down since then and last year they produced only 7,500 wheel sets. Recently, they have indicated that they could supply only 7,200 wheel sets per year. TISCO have also indicated that they could supply only 2160 wheel sets per year. To meet the shortfall of wheel sets the Railways have been importing them from year to year and the imports amounted to about Rs. 8 crores in 1972-73.

2.62. The Committee note that the Railways have decided to set up an additional Wheel and Axle Plant to supplement available capacity in the country at an estimated cost of Rs. 17 crores, with a foreign exchange component of Rs. 5 crores for plant and machinery. In addition there would be foreign collaboration in the manufacture. The capacity of the proposed plant is expected to be 22,000 wheel sets per year. The Ministry of Steel have also agreed to the proposal to set up the Plant in the Railway sector.

2.63. The Committee are greatly disturbed to note that the Railways are setting up a Wheel and Axle Plant costing about Rs. 17 crores with a foreign exchange component of Rs. 5 crores and involving foreign collaboration, when, besides a capacity of about 3,000 wheel sets in the Tata Iron and Steel Co., Jamshedpur, the Durgapur Steel Plant has a capacity of 45,000 wheel sets. In addition, the Durgapur Steel Plant had also obtained machinery to increase the capacity to 72,000 wheel sets per year. It is a matter of great concern that against an installed capacity of about 75,000 wheel sets per year in the country, the actual supplies are below 10,000 wheel sets, resulting in an import of about 8 crores during the current year. Taking into account the requirements of Railways for wheel sets during the Fifth Five Year Plan at about 76,000, it is evident that the existing capacity in the country is sufficient to meet them.

2.64. The Committee are not aware whether any inquiry has been made into the dismally poor production of wheel sets by the Durgapur Steel Plant and whether the same could not be geared to produce upto its rated capacity by taking adequate remedial measures.

2.65. The Committee are unable to appreciate the statement of the Ministry of Steel that the maximum that could be produced in the Durgapur Steel Plant would be 30,000 wheel sets per year, when the capacity has been increased upto 72,000 wheel sets per year. While the Committee would like the requirements of the Railways for wheel sets to be met in full, they would strongly stress that a high powered technical committee should go into the

production capacity of wheel sets at the Durgapur Steel Plant and examine whether the same could not be geared to reach its maximum capacity to meet the full Railway requirements. It has to be recognised that apart from non-utilisation of the installed capacity of the Durgapur Steel Plant for the production of wheel sets, on which heavy capital expenditure has been incurred, the setting up of a new wheel set plant in the Railways sector would also cost over Rs. 17 crores and would take a long time to grow up. The Committee are of the opinion that it would be far more economical if the Durgapur Plant could be put on its feet and brought to its rated capacity by making necessary re-adjustments.

2.66. The Committee therefore recommend that before planning for the Fifth Plan demand, the whole matter regarding increasing the capacity of the Durgapur Steel Plant to its rated capacity should be gone into by the high-powered technical committee suggested above.

Reply of Government

A Committee consisting of S/Shri K.L. Bery, Additional Member, Mechanical, Railway Board, A. C. Banerjee, Director (Technical), Steel Authority of India Ltd., and H. K. Bhalla (Member-Secretary), Director, Efficiency Bureau, Railway Board was appointed to go into the capacity of Durgapur Wheel and Axle Plant and possibilities of increasing its capacity. The Report of the Committee has been received and a copy is enclosed, which on examination has concluded that the Durgapur Wheel and Axle Plant would not be able to reach a production level of 40,000 wheel sets per annum as is clear from the available factory draws its past working results. In the Committee's view, the available capacity of the Plant is 40,000 wheels per year etc. from different pattern whatever in the future. It is, however, difficult to say whether the amount of irregularity in the production of 40,000 wheel sets per annum would be achieved. This pattern of production can be increased to 49,500 wheel sets with the imposition of new facilities. The cost of these facilities has been estimated to be Rs. 1.25 crores but a detailed accumulation of the cost is necessary to determine a more precise estimate. A similar pattern has been decided whether the additional facilities as proposed, there is no doubt that the expansion of capacity of the plant will be reduced. However, this expansion of capacity will be only after production at the optimum level is achieved. From the fact that very few wheelsets per year is achieved, it points quite far off from the necessary to bring empty wagons for outward.

The need for Railways' proposed Wheel and Axle Plant. Naturally when re-examined in the light of this Committee's report, one factory is more than sufficient. It is considered that the capacity level of 22,000 v

one and such points are also not situated close to the factory, some amount of irregularity in the availability of empty wagons is unavoidable due to various operational hazards, some of which are beyond the Railway's control.

2. The Railways are quite conscious of the fact that some amount of regularity in the pattern of supply of empty wagons is necessary to enable industries to deal with the wagons supplied to them promptly and without detriment to their internal operations. It is to ensure such regularity that Railways enter into agreements with different factories for determining the pattern of supply of wagons. In the case of major factories the system in vogue is the "pilot to pilot system" under which wagons are supplied at regular intervals by one or more pilots in different sidings. This system ensures some amount of regularity in the arrival of wagons and to that extent gives some relief to factories from levy of demurrage when wagons arrive in quick succession and in numbers larger than their dealing capacity.

However, due to the reason explained in the earlier paragraph, it is not possible to ensure complete regularity in the supply of wagons. This is, however, a matter on which the Railways are continuously endeavouring to bring about an improvement.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-
4226 dated 15th March, 1974]

Recommendation (Sl. No. 57, Para Nos. 4.151 to 4.155.)

During the course of their tours on practically all Zonal Railways, the Committee held informal discussions with the representatives of the local Chambers of Commerce and Industry in regard to their requirements of wagons, the procedure for registration of their demand, the adequacy and timely supply of wagons, their difficulties in the matter of booking and delivery of goods, settlement of claims etc. etc. It was represented to them that the Station Consultative Committee, which had been formed at selected important stations only, were not functioning effectively and that at the higher levels viz. at the Divisional, Zonal and national levels, the trading and business community were not adequately represented to make their voice felt very effectively. In fact, much of the time of these Users' Committees was spent in discussing problems affecting passenger traffic.

The need for close association at all levels between the trade and industry and the Railways has also been emphasised by some of the leading Chambers of Commerce and Industry in their memoranda submitted to the Committee.

The Committee have in paras 5.162—5.165 of their Third Report pointed out that there is need for activating the Station Consultative Committees and for reorganising the consultative machinery at all levels with a view to rationalising the system and reducing the number of such committees to make them more effective.

The Committee consider that many of the problems affecting movement of goods can be sorted out and in fact the tendency on the part of the business community to divert their goods to road services, can be checked if the Railways could have an effective system of maintaining liaison with the trade and industry both in the public and private sectors. As the problems of goods movement are bound to increase with the increase in the traffic, the Committee consider that setting up of Goods Traffic Consultative Committees at the station, divisional, zonal and national levels representing all sections of users particularly the trading and business community and public sector undertakings would go a long way in easing the difficulties faced by the affected interests.

It will also enable the Railways to render better and more efficient service to their customers and thereby wean away a large part of the high rated traffic which is increasingly getting diverted to road.

The Committee would, therefore, recommend that the question of setting up Goods Traffic Consultative Committees at various levels giving due representation to the affected interests may be given serious consideration by the Ministry and an early decision taken in the matter. The Committee need hardly point out that this question will be viewed in the context of the overall issue of reorganisation of the Consultative machinery suggested in the earlier Report.

Reply of Government

The Committee's recommendation for setting up Goods Traffic Consultative Committees at station, divisional, zonal and national levels has to be viewed also in the context of their recommendation for rationalizing and reducing the plethora of committees set up by the Railways at different levels.

2. During the course of oral evidence before the Committee, when this question was discussed, it was explained on behalf of the Railways that adequate representation had already been given to the trading community in each existing railway users consultative body at station, divisional, zonal and national levels. In addition, Railways are members of all important chambers of commerce located in big

cities in their respective zones. The Marketing and Sales Organization on each Railway keeps in close touch with the trade and industry by arranging frequent meetings with them and discussing their problems. Thus the establishment of separate Goods Traffic Consultative Committees at various levels will result in duplication and add to the plethora of committees which the Convention Committee are themselves keen to avoid.

3. In the course of discussion, the question of revitalising the existing consultative committees came up and it was accepted that there was need to make the functioning of these committees more effective. Railways have been advised of the points that have been exercising the Convention Committee and asked to revitalise the existing consultative committee by making them more productive-oriented so that the committees serve as a useful forum for a freer and a frank exchange of the problems affecting the trade and industry and for resolving various ways and means of overcoming them.

4. With a view to implementing the recommendation of the Convention Committee for rationalizing and reducing the number of consultative committees at different levels, it has been decided to make the Zonal Railway Users' Consultative Committee more broad-based to deal with matters concerning catering and bookstalls and to abolish the Catering Supervisory Committee and Bookstall Advisory Committee at the zonal level. Likewise, it has been decided to integrate the functions of the Local Catering Advisory Committees functioning at certain stations in the Station Consultative Committees. This would enable the number of committees at the zonal and station levels to be reduced, eliminate duplication and enable discussion of all items of users' interest in these committees making their functioning more purposeful.

5. The Consultative Committees on Railways have not been set up in pursuance of any statute or act passed by the Parliament. The Minister for Railways is the authority fully competent to make any change in the constitution and functioning of these bodies. It is, therefore, not considered necessary to place these proposals before the Parliament.

Recommendation (Sl. No. 60, Para No. 5.15)

The Committee would, further suggest that the Railways should make arrangements to send Railway receipts to the consignors by

post at the latter's expense to save their time in waiting for the same. Further, at all large Railway Stations, a list of last invoices received from various stations should be exhibited on Notice Boards for a week to help the consignees to know about the arrival of their goods. If need be, additional goods booking clerks may be provided at major stations after due scrutiny, from among the surplus staff on the Railways.

Reply of Government

The Railway Receipt is the receipt for goods accepted for carriage by Railway. It contains number and description of packages booked, remarks about packing condition, amount of freight and other charges, route by which the consignment is to be carried, etc. It will not be in the interest of the consignor to leave the railway staff to prepare Railway Receipt in his absence and despatch the same to him by post. The Railway Receipt is a negotiable document of title and, as such, the Railways cannot take the responsibility of sending the Railway Receipt to the consignor by post. Moreover, the procedure of sending Railway Receipts by post is likely to give rise to complaints about loss of Railway Receipts or postal delays which eventually may result in delay in delivery at the destination. In the circumstances, the Committee's suggestion regarding despatch of Railway Receipts to the consignor by post cannot be accepted.

The suggestion that a list of last invoices received from various stations should be exhibited on Notice Boards at all large railway stations will not serve the purpose the Committee have in view. Invoices are received at destination stations by post, and receipt of such invoices does not necessarily coincide with receipt of consignments booked under these invoices. The consignments may be received but the invoices may not be received and *vice versa*. Hence, more exhibition of invoices received will not help the consignee to know about the arrival of their goods.

Moreover, in most of the Goods Sheds *Dalals* or *Marphatias* who are the agents of the consignors and the consignees are available and they are normally aware of the arrival of the consignments for their respective clients. These *Dalals* and *Marphatias* make frequent enquiries during the day, keep a track of the consignments received in the Goods Shed and on behalf of their clients take delivery immediately. Practically, most of the railway users who are dealing in wagon load consignments use the services of these *Dalal* or *Marphatias*.

The Railways have, however, been instructed to ensure that Railways Receipts are issued promptly and enquiries made by consignees about arrival of their goods are answered without any delay. They have also been advised to ensure that the machinery in the Goods Shed is adequate to discharge these functions efficiently.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated 15th March, 1974]

Recommendation (Sl. No. 62, Para No. 5.22)

In this connection, the Committee would further suggest that all stations may be instructed to exhibit everyday a chart showing the number outstanding indents, the number of wagons received and allotted to various parties. This would also eliminate the chances of unscrupulous staff indulging in malpractices in the matter of allotment of wagons.

Reply of Government

Rule 201(12) of the Goods Tariff No. 33 Part I already provides that the allotment/loading orders should be exhibited on the Notice Board of the station for the information of the public. Attention of the Railways has been drawn to this rule to ensure compliance thereof.

As regards exhibition of the number of outstanding indents, it is pointed out that a register is maintained at each station indicating the up-to-date position. This register is open for inspection by public. In view of this, as also considering that the number of indents in most cases is very large involving extra clerical work in preparing separate charts, it is felt that exhibition of this information on the Notice Boards will not be of any further assistance to the trading public.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated 15th March, 1974]

Recommendation (Sl. No. 63, Para No. 5.35)

The Committee are concerned to note that frequent booking restrictions are placed by the Railways on the booking of goods. They feel that such frequent restrictions, particularly those of

long duration are extremely disturbing to the trade and industry. Apart from resulting in the diversion of goods traffic to road transport, such restrictions lead to malpractices and other unsocial activities like creating of scarcity conditions, price rise etc. The Committee are of the view that in an efficient transport organisation there should be no room for placing booking restrictions except in the cases of emergency like floods, civil commotion, *hartals* etc. It has to be realised that booking restrictions particularly in respect of important trade links are very disturbing and extreme caution should be exercised in imposing them and that too, for very short durations only. The Committee have a feeling that most of these restrictions are due to the inadequacies of the Railway Administration and are imposed without full realisation of their consequences. The Committee would like the Railways to examine in depth the reasons for placing booking restrictions by the Railways other than those on account of floods, breaches, civil commotion etc. and to take effective remedial measures to curb their incidence to the minimum necessary.

Reply of Government

The observation of the Committee that in an efficient transport organisation there should be no room for placing booking restrictions except in the case of emergencies like floods, civil commotion, *hartals* etc. has been noted. In a free economy, where traffic moves in an unrestrained manner from different areas, the only way of avoiding restrictions altogether is to provide facilities, far in excess of the normal demand. The facilities referred to here are facilities by way of section capacity, rolling stock both engines and wagons and terminal facilities. In the absence of such extra facilities some congestion is bound to take place at some time or the other when commodities particularly those which are seasonal in nature are moved on spurts from one area to the other. In the conditions obtaining in India where scarcity of resources both physical and financial—has to be seriously contended with, any such over-investment in line capacity or rolling stock, to take care of sporadic spurts in traffic over a particular section or to a particular areas cannot be justified. In the alternative, under the present conditions of shortage of capacities, if restrictions are not imposed it would only lead to accumulation of rolling stock awaiting movement over particular sections or to particular terminals and during the period of such waiting, the country will be deprived of the use of rolling stock.

This does not, however, mean that restrictions can be imposed freely without due consideration for the hardship such restrictions

cause to trade and industry. As explained in the detailed memoranda submitted to the Committee, the Railways have already evolved a very detailed procedure of closely watching the restrictions by Zonal Railways. Briefly, this consists of:—

1. Restrictions imposed by the Divisions are scrutinised periodically by Zonal Headquarters Offices and from time to time also by the Railway Board.

2. A number of commodities, depending on their importance to the economy, are exempted from the purview of operational restrictions.

3. When restrictions become necessary frequently to specific points or over specific sections, action is also taken to divert some of the traffic by alternative routes.

These measures are in the nature of temporary expedients. When restrictions become frequent for a particular terminal or section, permanent remedial measures in the nature of line capacity works creation of additional terminal facilities etc. are also taken.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dated 15th March, 1974]

Recommendation (S. No. 70, Para No. 6.41)

The Committee regret to observe that as much as about 30 per cent of the available wagon capacity goes waste due to empty haulage in the return direction. One of the factors which has aggravated the situation is coupler incompatibility between the conventional screw couplers and the new centre buffer couplers. The Committee note that the Ministry are considering a proposal to provide centre buffer couplers on all wagons on a time-bound programme. They would like the Railways to complete this programme by the end of the Fifth Plan.

Reply of Government

The proposal to provide centre buffer couplers on the existing B.G. wagons with screw coupling is under the active consideration of Railway Board. Realising the urgency of this matter an Officer-on-Special Duty was specially appointed to go into the question of the need for providing centre buffer couplers. His report has been examined and is now under the consideration of the Board. Fur-

ther action can only be taken once the proposal is finalised, but according to an assessment made now, this work cannot be completed before 31-3-1985. This involves setting up a Steel Foundry to manufacture the couplers.

Further information called for by the Committee

- (a) Please furnish a copy of the report of the Officer-on Special Duty specially appointed to go into the question of the need for providing centre buffer couplers.
- (b) Please also state if the matter was referred to R.D.S.O. If so, their views in this regard may be intimated.
- (c) Have the Ministry examined the question whether this work could not be completed earlier than stipulated? If so, with what results.

(L.S.S. O.M. No. 1/4/73-RCC dt. 13-6-1974).

Reply of Government

- (a) A copy of the report of the Officer-on-Special Duty (CBC) is attached.
- (b) The report has not been referred to R.D.S.O.
- (c) The report is still under consideration of the Board.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4224 dt. 27-7-1974].

Comments of the Committee

The Committee note that only belatedly the Railways have realised the urgency of having centre buffer couplers although their necessity had been identified as early as 1965. The Committee find that the Railway Board are still at the stage of study of the Report Report on the subject. The Committee would like the Railways to examine the matter with utmost urgency and to initiate concrete measures to increase the pay load of goods trains by providing centre buffer couplers etc., according to a time-bound programme. The Committee would like the Railway/Railway Board to indicate specifically in their Annual Reports the progress made in this behalf and the results achieved.

Recommendation (Sl. No. 72, Para No. 6.43)

The Committee have in para 3.86 of their Third Report, referred to the experiments being made to design wagons with sliding roofs so that these could be utilised for carriage of coal as well as foodgrains. As such wagons would be of considerable help in reducing empty haulage and in augmenting railway revenues, the Committee would like the matter to be given top priority.

Reply of Government

Intensive experiments carried out over a long period with BOX wagons provided with sliding roof showed that the flexibility in loading bagged consignments and mineral consignments in the same wagons could not be achieved. In the case of loading of bagged consignments there was no necessity at all for using the sliding roof, as the side doors are utilised for the purpose. Coal loading in the wagons gave rise to a number of difficulties. The coal dust is inclined to get caked up in the grooves of the sliding roof causing jamming of the roof requiring large number of labour to handle each wagon to clean and operate the roof. Power Houses, cement factories and steep plants and other consumers who received coal/iron ore in bulk, have tipplers and these wagons are not fit for such handling. On account of the roof being jammed very frequently the wagons also need attention in the sickline depots. It is also not possible in day to day working to isolate such Box wagons with sliding roofs for loading of coal to those areas only where manual handling is done. Considering all these disabilities, the Railways do not intend going in for additional manufacture of BOX wagons with sliding roofs of the design on which experiments have been carried out so far. Wagons with sliding roof capable of loading both coal and foodgrains and general goods traffic should have the versatility of being tipped and immune from the drawbacks referred to above. [Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt 15th March, 1974].

Recommendation (Sl. No. 78, Para No. 6.66)

The Committee note that the concept of long distance marshalling has yet to be fully developed to take advantage of longer hauls made possible by the introduction of diesel/electric engines. They would like greater attention to be paid to this very important aspect of traffic operation. Revised all India Marshalling Orders should be prepared by a specified date and given effect to without any delay.

Reply of Government

The All India Marshalling Orders were last revised in 1970. Some additions and alterations in these Marshalling Orders have since been made on the basis of the change in the pattern of traffic, extension of dieselisation/electrification and provision of additional facilities in some marshalling yards, etc. These changes have been made primarily to take advantage of the concept of long distance marshalling and similar changes would continue to be made as and when considered necessary and feasible. In view of this, whole-sale revision of the Marshalling Orders is not called for at present. While making periodical changes in the existing Marshalling Orders, the recommendations made by the Committee would be kept in view.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-
4226 dt. 15th March 1974].

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH GOVERNMENT'S REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

• Recommendation (S. No. 1, Para 1.21)

The Committee note that wagon requirements are related to freight traffic which is assessed for a Five Year Plan period. They regret to note that there have been persistent shortfalls in the materialisation of traffic compared to the assessed forecast. During the Third Plan, originating freight traffic of 245 million tonnes was anticipated for the last year of the Third Plan (1965-66). Against this, the actual traffic moved by the Railways was 203 million tonnes. The originating freight traffic during the last year of the Fourth Plan (1973-74) was estimated at 264.7 million tonnes which was reduced to 240.5 million tonnes at the time of Mid-term Appraisal. Against this, the present indications are that not more than 215 million tonnes of traffic will be moved.

Recommendation (S. No. 2, Para No. 1.22)

The Committee are disturbed to note that during the Fourth Plan while the originating freight traffic fell from an estimated figure of 265 million tonnes to about 215 million tonnes, the Plan provision for the Railways has been reduced from Rs. 1,525 crores to Rs. 1,400 crores only. The Committee regret to observe that heavy capital expenditure has been incurred by the Railways in creating traffic capacity which has been far in excess of the requirements of traffic actually moved. Thus scarce resources which could have been used in other sectors resources which could have been used in other sectors of the economy are purposefully, have been spent by the Railways, resulting in over-capitalisation.

Reply of Government

The observations of the Committee are noted. It is, however, pointed out that although the originating freight traffic did not come upto the target during the Third Plan as well as the 4th Plan so far,

due to constant increase in lead, the net tonne KMs, a better index of workload on the Railways, went up from 87.7 billion in 1960-61 to 116.9 billion in 1965-66. In the first year of the 4th Plan it was 123 billion, in the 2nd year 127, in the 3rd year 133, during the 4th year it was expected to go up to 140 and in the current year (the 5th year) but for a continuous spate of strikes by staff (particularly two strikes by Loco Running staff) it was expected to go upto about 147 billion NTKMs. The traffic target of 240.5 million tonnes of originating traffic for the 4th Five Year Plan at the targeted average lead to 630 KMs was equivalent to about 152 billion NTKMs. Physical provisioning for rolling stock, however, was undertaken only for 235 million tonnes, equivalent to about 148 billion NTKMs. It will thus be seen that in terms of Net Tonne KMs the Railways would have more or less achieved the targets planned for during the 4th Plan but for the disturbed law and order and labour situation effecting normal operation of the Railways.

So far as the planning during the Third Plan is concerned, it has already been pointed out that the conclusion of excess capacity is based on the fact that unrealistic norms of wagon utilisation, which are not capable of achievement, were adopted. Detailed calculations had earlier been furnished to the Public Accounts Committee to show that there was only a marginal surplus of capacity at the end of the Third Plan.

In regard to the Fourth Plan, it is pointed out that the entire investment of Rs. 1,400 crores is not related to the development of freight traffic. The planned expenditure under DRF (Rs. 550 crores), DF (Rs. 100 crores) and OLWR (Rs. 45 crores) is inevitable whether or not the freight traffic develops. Again out of the capital outlay a substantial portion was intended for the development of passenger traffic, which has outstripped the anticipations, new lines and electrification schemes. Only the balance investment related to freight traffic would be justified on the basis of the workload in terms of NTKMs.

The impression about over capitalisation does not appear to be justified.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC) 4226
dt. 15th March, 1974]

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 3, Para No. 1.23)

The Committee are also concerned to note that there have been shortfalls in the movement of traffic of major commodity groups like steel plants traffic, coal, general goods etc., both during the 3rd Plan period and the 4th Plan period. In this connection, the Committee would like to invite attention to the 22nd and 49th Reports of the Public Accounts Committee (Fourth Lok Sabha) in which that Committee had commented up on inaccurate forecasting of freight traffic during the Third Plan and the persistent tendency of the Railway Board to over-estimate traffic requirements, particularly in respect of major commodities—coal, steel plants traffic and general goods traffic and had emphasised the need for planning for rail capacity on a more realistic basis. The Committee note that inspite of the recommendations made by the Public Accounts Committee the forecast of freight traffic in respect of those very commodity groups viz., coal, steel plants traffic and general goods traffic again proved inaccurate during the Fourth Plan.

Recommendation (S. No. 4, Para No. 1.24)

The Committee regret to point out that the lessons underlined by these shortfalls have not been learnt by Government; otherwise they can see no reason why the estimates continue to be grossly inflated. In the Fourth Plan Mid-term Appraisal it has been admitted that "inaccurate forecasting has led to inadequate facilities in some areas and under-utilisation of capacity in others. In some cases, the original linkages (particular collieries to particular washeries, washeries to steel plants, iron ore mines to ports and coalfields to thermal plants) which form the basis of planning for railway facilities have had to be revised by major users..."

Recommendation (S. No. 5, Para No. 1.25)

The Committee would like Government to exercise extreme caution in planning for the movement of major commodities by Railways so that the traffic forecasts for the Fifth Plan are realistic and there are not wide divergencies between forecasts and actual materialisation of freight traffic. The Committee would also like to point out that as the production of steel is mainly in the public sector and a Holding Company has been set up for the purpose it should be possible for Government to forecast more realistically the traffic requirements for the movement of steel traffic—both raw materials and finished products, particularly, when the Hindustan Steel has a well-organised and integrated Sales Organisation to regulate the movement of finished steel.

Recommendation (Sl. No. 6, Para No. 1.26)

The Committee need hardly point out that the raw material particularly iron ore is now being increasingly supplied to the Steel Plants either by captive mines or by National Mineral Development Corporation, a public sector undertaking. There should, therefore, be no difficulty in realistically determining the movement of iron ore to steel plants. Similarly for export of iron ore, it should be possible to determine in detail and well in advance the traffic requirements in this regard, as Metals and Mineral Trading Corporation and National Mineral Development Corporation—both public undertakings—occupy a dominant role.

Recommendation (S. No. 7, Para No. 1.27)

As admitted by Government, the difficulties in respect of coal have been due to non-linking of raw material producing units like coal mines, washeries, ore mines to consuming units like steel plants thermal plants, etc. Since the coal mines have also been largely nationalised and steel plants and thermal stations would be major consumers of coal in future, it should be possible for Government to determine this linkage more realistically. The Committee would like to draw pointed attention to the fact that the Thermal Stations would become chief consumers of coal in the Fifth Plan and a careful and detailed planning should therefore be done to ensure that the supply of coal to thermal stations flows smoothly as per requirements.

Recommendation (S. No. 8, Para No. 1.28)

The Committee trust that Government would gain from past experience and taking the present realities into account, would be able to assess freight, traffic particularly in regard to major commodities, realistically for the Fifth Plan. In particular, Government should ensure that investment is not made in creating facilities which later on are not put to operational use.

Reply of Government

While noting the observations of the Committee attention is drawn to the reply given to Question No. 2(a) in respect of "Additional information on requirements and availability of railway wagons" wherein the procedure followed by the Railways in assessing the requirements of various types of wagons has been explained in detail. It will be noticed therefrom that the Railways are

conscious of the importance of accurate assessment of the traffic they may be required to carry. It is with this purpose in view, that the assessment is carried out through the working groups constituted under the aegis of the Planning Commission including representatives of various economic Ministries, public undertakings etc. The forecasts furnished by the user Ministries are taken into account after due consideration of various other factors, such availability of finances and other resources for achievement of those targets. It will, however, be appreciated that since these forecasts furnished by the user Ministries are based on technical information over which the Railway have no control, the Railways have no other alternative but to depend upon these traffic forecasts. In a general way, however, the comparative rate of past growth etc. as available is taken into account and the Railways' view point put up before the Working Group. It is only after such a thorough appraisal that the traffic targets are arrived at.

The observations of the Committee to observe extreme caution in planning for the movement of major commodities like steel, iron ore, coal etc. have been noted. Necessary action has already been initiated to bring about further rationalisation in the movement of coal to major consumers and a high-powered Linkage Committee has been set up for this purpose. Certain short-term and long-term measures are also being considered for improving loading facilities in different collieries so as to minimise the quantum of work and time involved in supplying wagons to individual collieries which at present are not capable of loading block rakes at a time. As for the 5th Five Year Plan, the Working Group for assessment of freight traffic had assessed the freight traffic target of 335 million tonnes which meant an increase of about 120 million tonnes over the traffic of 215 million tonnes that was expected by the end of the 4th Five Year Plan. Considering that the maximum increase in any Plan period has been only 47 million tonnes (Third Plan) and the fact that in all the Plans so far there was a considerable shortfall in the anticipations of traffic given by various Ministries, the Railways considered an anticipated forecast of around 280 million tonnes by 1978-79 as more realistic. Both these exercises along with others are already under active consideration in consultation with the Planning Commission. According to the latest indication, it appears that the originating freight traffic target for the 5th Plan will be about 280-300 million tonnes. Planning for necessary facilities including Rolling Stock will be undertaken after the traffic target is finalised.

In this connection, it may be submitted that the Railway Planning cannot be done in isolation, as being a part of the Government it has to be guided by the Planning Commission and other Ministries of the Government. Once production targets are approved for other sectors, Railways have no alternative but to be prepared to handle the anticipated traffic, as otherwise, should the production come upto anticipations on which planning in other sectors is undertaken, the Railways would be held responsible for holding up the industrial development of the country.

[Ministry of Railways (Railway Board) O.M. No.73-B(RCC)-4226, dated 15th March, 1974.]

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 9, Para Nos. 1.29 & 1.30)

The representatives of the Ministry of Railways, in their evidence before the Committee, have urged that the main criterion for seeing whether or not the Railways have fulfilled the traffic requirements, should be in terms of net tonne kilometres rather merely originating traffic. It has been claimed that against the target of 152 billion tonne kilometres to be carried in the last year of the Plan the Railways hope to carry 150 billion tonne kilometres, thus very nearly fulfilling the target.

As far as the Committee are aware, in all the successive plans, the emphasis has been on originating traffic. though lately, in various reviews particularly Annual Reports of the Railways, more and more emphasis is being laid on tonne kilometres carried, rather than on mere originating tonnage. The Committee would like this matter to be examined in all its aspects by the Planning Commission and Government, in order to come to a definite decision whether the target should be laid down in terms of originating traffic tonnage, or in terms of both the load and the distance carried, viz., tonne kilometres. If the latter criterion is accepted by Government as the rational method for determining the investment etc., the Committee have no doubt that the Planning Commission, Ministry of Railways in consultation with the Ministry of Finance, would also evolve suitable criterion for determining the number of wagons, locomotives etc., which would be required for the movement of anticipated traffic. The Committee would also like Government to settle this matter with utmost expedition so as to leave no room for ambiguity in this behalf in the Fifth Plan.

Reply of Government

The observations of the Committee are noted. It is, however, pointed out that despite all possible efforts to obtain the point to point anticipated movement of traffic, the railways have so far not been able to obtain this information. It will be appreciated that in order to calculate the average lead of traffic for the ensuing Fifth Five Year Plan such detailed information is extremely essential. This lacuna due to which any precise calculation of average lead during the 5th Plan has not been possible, so far has already been brought to the notice of the Planning Commission. In absence of the average lead of traffic it will be realised that the calculation of a target for the 5th Five Year Plan in terms of Net Tonne KMs does not appear feasible and the Railways will, therefore, have no other alternative but to depend upon the originating traffic for forecasting the target for the 5th Plan. Empirical figures of lead of traffic commodity-wise, based on the past trends at best can be aimed at and this has been done.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226,
dated 15th March, 1974.]

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 10, Para Nos. 1.31 and 1.32)

The Committee note that for the Fifth Plan the originating freight traffic has been estimated by the various Ministries at 340 million tonnes but the Railways' own assessment is 280 million tonnes by 1978-79.

The Committee note that assessment of traffic requirements is done by the Working Group which includes representatives of various Economic Ministries, Public Sector Undertakings and the Planning Commission. The main working group is headed by the Chairman, Railway Board while the other working group is headed by the Director of Planning (Railways). It is surprising that in spite of the Railways having the main say in assessing the traffic requirements over a plan period, there have been such wide variations in estimated and actual materialisation of freight traffic. The Committee cannot help feeling that the Railways are largely to blame for the faulty estimates of freight traffic. It appears that Railway Officers in the field i.e., Zonal and Divisional Railway Offi-

cers, are not fully associated with the assessment of freight traffic in their areas and that the estimates of freight traffic indicated by the Central Ministries and project authorities are not got reviewed in detail taking advantage of the actual field conditions which are well known to the Zonal Managers|Divisional Superintendents who are fully aware of actual progress of the projects and requirements. The Committee consider that this should be done invariably on a continuous basis.

Reply of Government

As has already been explained, the forecast of traffic furnished by the various Central Ministries and project authorities in the deliberations of the Working Group of freight traffic are based on certain data of which the Railways have hardly any knowledge or technical competence to question. In a general way, however, the Railways do as in the case of the 5th Five Year Plan itself they have already put up their view point that the traffic target of 335 million tonnes forecast by the Working Group appears to be on the high side. In the context of the maximum growth of 47 million tonnes during the Third Plan the anticipated growth of 120 million tonnes of traffic during the 5th Five Year Plan period can only be called optimistic. It will thus be seen that the Railways as a commercial concern do project their view point, but it is for the Planning Commission to ultimately fix the targets after taking into account various factors such as resources, availability of infrastructure, anticipated demand of the end product etc. As regards the solution that the Zonal and Division Railway officers should also be associated in framing the traffic targets, it is pointed out that as explained in answer to Question No. 2(b) on "Additional information on requirements and availability of railway wagons" the data furnished by the Zonal Railways on the field is being taken into account while assessing the wagon requirements on the overall basis. As the traffic targets are based on an all-India basis and are not available for each zone any detailed assessment at the Divisional and Zonal level of the type envisaged in the recommendations does not appear either feasible or necessary.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226,
dated 15th March, 1974.]

Comments of the Committee

Please see Chapter I for comments.

Recommendation No. 11, Para 1.33

The Committee note that the Industrial and business community is also not actively associated with assessing the long term traffic requirements for the plan period. The Committee consider that each zonal railway should also make detailed studies of the long term freight traffic requirements of the main trading and manufacturing interests and centres served by them in association and coordination with the industrial, and business interests taking into account the new industries etc., likely to come up in the area.

Reply of Government

As the traffic targets are formulated on an all-India basis, the extent procedure of assessments through working groups wherein all users Ministries including the Ministry of Industrial Development and the Planning Commission are associated is considered sufficient. It is, however, pointed out that in the Ministry of Railways itself each Zonal Railway is required to furnish its proposals for each zone for the Plan period wherein the Zonal Railways take into account their own projections of traffic before formulating their proposals. At the time of finalising the Indian Railways' proposals the Zonal Railways' proposals are also taken into consideration.

It may, however, be reiterated that all planning for major commodities, which constitute the bulk of Railways freight traffic, is done by the respective Central Ministries, the Railways can only be guided by their assessment of traffic, based on the production targets laid down by the Planning Commission and the Zonal Railways would have no different information in this respect. If there is inflation of demands given by the user Ministries, they have to be squarely held responsible for the non-materialisation of traffic as it will be appreciated that Railway Planning cannot be done in isolation.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226,
dated 15th March, 1974].

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 12, para No. 1.34)

The Committee hope that on the basis of experience gained during the four plan periods, Government would examine in depth the

main reasons for faulty estimates of freight traffic and take effective remedial measures to ensure that the requirements of freight traffic are assessed realistically for the Fifth and subsequent plan periods.

Reply of Government

The observations of the Committee are noted. These are being brought to the notice of the Planning Commission who are responsible for coordinated development of various sectors.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226-
dated 15th March, 1974].

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 13, para Nos. 1.48 and 1.149)

The Committee note that the Railways procured a total of 1,44,789 wagons during the Third Plan. During the 4th Plan, against the original provision of 1,01,532 wagons (in terms of 4-wheelers) both on additional and replacement account, the Railways reduced their requirements to 71,776 wagons at the time of Mid-term Appraisal. In addition, provision has also been made for 15,000 additional wagons which would be adjusted against the 5th Plan.

The Committee have already referred to the shortfall in freight traffic both during the Third Plan and the Fourth Plan periods. Against the estimated goods traffic of 245 million tonnes during the Third Plan, the actual goods traffic amounted only to 203 million tonnes in 1965-66. Similarly, against the estimated 265 million tonnes of goods traffic for the Fourth Plan, only 215 million tonnes of freight traffic is likely to materialise in 1973-74. The Railways have themselves admitted that they had surplus rail capacity at the end of the Third Plan. Although substantial accretion has been made to the wagon fleet since then, the freight traffic has been less than even 203 million tonnes, which was reached in 1965-66, except during 1968-69 and 1969-70 when it was 204 and 207.9 million tonnes respectively. Even allowing for the increase in load of freight traffic it would appear that the Railways have sufficient surplus line and wagon capacity to handle additional traffic. The constraints would appear to be mainly the law and order problem, thefts of parts labour troubles and operational inefficiency etc.

Reply of Government

While commenting upon the observations of the Committee, it is pointed out that herein the entire approach appears to be based on the originating freight traffic. As explained earlier that during the 3rd as well as 4th Plans although the originating freight traffic remained more or less stagnant, the net tonne Kms have continuously shown an increase. The figure of 87.6 billion NTKMs for 1960-61 went upto 116.9 billion NTKMs at the end of the Third Five Year Plan. During the 4th Five Year Plan this figure has further gone up to 133 billion NTKM in 1971-72. During 1972-73 the same is expected to be 140 billion NTKMs and during 1973-74 the last year of the 4th Plan it was anticipated to go up to 147 billion NTKMs. On the other hand the planning of wagons as well as other facilities during the 4th Plan has been for 235 million tonnes of originating traffic which with an estimated average lead of 630 Kms was equivalent to 148 million NTKMs. It will thus be seen that the traffic targeted in terms of NTKMs was expected to be more or less achieved during the 4th Plan but for unforeseen labour problems during the current year. Today we are not able to move all the traffic which is waiting to be lifted, and therefore, non-materialisation of traffic is no longer valid so far as drop in traffic is concerned. It may be pointed out that the Planning Commission have laid down a target of 280—300 million tonnes of freight traffic during the Fifth Plan and the Railways have no alternative but to gear themselves to handle the same.

As regards Committee's observations that 'among other factors, operational inefficiency has been responsible for the Railways' inability to lift additional traffic it may be pointed out that railway operations have lately been under very severe strain on account of extraneous factors; such as political agitations; bundhs; strikes; disturbed law and order situation, theft of railway equipment, shortage of power and last, but not least, recurring staff troubles. While mobility of traffic has been seriously affected as a result of these adverse factors, another inevitable side-effect has been a drop in the overall morale of the loyal railway staff, who have not been allowed to put in their best—both physically and mentally—to achieve best possible utilisation of the various assets. If, therefore, there has been any drop in efficiency, it is not on account of lack of proper planning, co-ordination and supervision but as a direct consequence of the impact of various factors outside the Railways' control, as listed above. It would, therefore, be agreed that pre-

valence of *normal working conditions* is a pre-requisite for optimum utilisation of the Railways line and wagon capacity.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226,
dated 15th March, 1974]

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 35, Para Nos. 4.31 to 4.35)

The Committee note that till the end of 1969-70, there was adequate capacity on the Indian Railways to meet the entire demand of trade and industry. The mobility of wagons was thereafter seriously affected due to the unsatisfactory law and order situation in Eastern region and also due to the massive scale movements in connection with Indo-Pak hostilities.

The Committee find that the Railways are now able to meet currently only the indents falling under priorities 'A' & 'B'. The traffic under other categories is affected in varying degrees but the worst affected traffic is priority 'E' traffic like non-sponsored coal, stones, bamboo and salt etc.

While the Committee recognise that the abnormal conditions prevailing during 1970-71 and 1971-72 have seriously affected Railway operations, they would like to point out that during their tours over various Zonal Railways, the Chambers of Commerce and other public organisations have voiced a general complaint that wagons are even now not available in adequate numbers and even the limited supplies are not made in time which is indicative of the fact that the position has now shown any appreciable improvement so far.

The Committee would, in this connection, further like to point out that the three non-plan years which preceded the launching of the Fourth Plan were a period of recession and the availability of wagons at that time was consequently easy. Even so, they observe that as against a total originating traffic of 207.9 million tonnes lifted by the Railways during 1969-70, the traffic during 1972-73 is estimated to be only of the order of 203.4 million tonnes. The Railways have, therefore, to examine in some depth the reasons for their inability to satisfy fully and in time the requirements of their customers with the existing wagon fleet. In fact, it was admitted by the representative of the Ministry during evidence that with better utilisation they could carry upto 5 per cent additional traffic with the existing resources. Moreover, the

various steps taken by the Railways recently viz., increase in the rate of demurrage and wharfage, reduction in the liability of the Railways as a bailee from 30 days to 7 days, speedy repair of damaged wagons etc., would also enable them to make more wagons available for the movement of freight traffic.

The Committee consider that timely and regular supply of wagons is very essential for the industrial progress of the country and also for keeping the prices under check under the present inflationary conditions. The Committee would, therefore, like the Government to take concerted measures to bring about distinct improvement in supplying wagons to trade and industry and move the traffic offered to it.

Reply of Government

Availability of wagons for trade is dependent both on the physical number of wagons available with the Railways as well as the speed with which they move. The speed of movement of wagons is again dependent not only on the speed of the trains on which they move but also on the manner of handling them in the marshalling yards as well as at terminals. At the terminals speed of handling depends not only on the railways but also on the loading and unloading parties. Particularly, in the case of large customers like Steel Plants, Ports etc., the manner of handling by these customers has a serious impact on the wagon turn round on account of the large number of wagons dealt with at these points. As far as movement is concerned, here again a lot of extraneous factors like agitations, bundhs, wanton obstruction with free flow of traffic and theft of communications equipment, wagon parts etc. which indirectly affect movement, all have a direct relationship with the speed of movement. In the last few years, the Railways have been seriously affected by a large scale increase in the incidence of such extraneous factors like agitations, bundhs, theft of communications equipment, wagon parts etc. Increase in the number of large units like steel plants, handling a large number of wagons every day as well as increase in the scale of operations of the existing units also have had a serious effect on the working of the railways particularly when these units have been detaining wagons much beyond the level of detentions, assumed while planning for wagons provisioning. With more and more commodities becoming increasingly scarce, tendency of trade to deliberately detain wagons is also on the increase.

Apart from these extraneous factors, the Railways are quite conscious of the many factors which are directly related to railway

working and which cause delay in movement of wagons and consequently delay in supply of wagons for trade. Some of these are:—

(1) Inadequate facilities at a number of transshipment points leading to accumulation of wagons at such points.

(2) Inadequate capacity of certain sections resulting in accumulation of wagons awaiting movement across these sections.

(3) Inadequate facilities at certain terminals, again leading to congestion at such terminals.

(4) Inadequate availability of engines, necessitating continuance of mixed traction on certain sections, which necessarily has the effect of retarding movement.

Railways' efforts are continuously directed towards bringing about an improvement in all these aspects. As explained to the Committee in various memoranda submitted, at transshipment points capacity is sought to be increased by mechanisation improved layout, setting up of labour cooperatives etc., etc. line capacity works are constantly in progress on different sections in accordance with their importance. Similarly, the working of the major terminals, with particular reference to the facilities available for the traffic to be handled there is again under constant review and necessary action is being taken from time to time for improving the facilities. However, as can be easily appreciated, these are all matters where the railways' efforts are seriously limited by paucity of resources both financial and physical.

In addition to these steps, railways operations are also being subjected to constant review at all levels with the objective of improving wagon availability in view. Recently, an Operations Research Team has also been set up in the Railway Board to spearhead the movement for scientific research of various facts of operation on the railways with a view to improving the working of marshalling yards, loco sheds, control offices etc., etc.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226-dated 15th March, 1974].

Further information called for by the Committee

The steps taken by the Operations Research Team to improve the working of the marshalling yards, loco sheds, Control Offices, etc., may be intimated to the Committee.

(L.S.S. O.M. No. 1/4/73-RCC dt. 13-6-1974)

Reply of Government

The Operational Research Cell of the Railway Board has undertaken the following studies in the last several months:—

- (i) Diesel Locomotive Utilisation Study on the Eastern Railway.
- (ii) A study of the Locomotive Shed at Bhusaval.
- (iii) A Computer Simulation Study of Delhi Area marshalling yards.
- (iv) Production studies in D.L.W.

The first two studies mentioned above have since been completed and the reports published. The other studies are likely to be completed in the next few months.

The above studies had been undertaken with the objective of making specific recommendations to improve the efficiency and performance of the concerned loco sheds and the marshalling yards. In these studies, generous use was made of the several analytical and O.R. tools e.g., Queuing Theory Regression, Sampling Theory and PERT. The study reports have been well-received and found to be useful documents. Efforts are now on way to implement the several recommendations made in the above studies. With respect to the Diesel Locomotive Utilisation Study on the Eastern Railway, it may be stated that as the implementation process gets completed, tangible and significant benefits are likely to result, both in the working of the loco sheds as well as in the related operational working.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4224,
dt. 27.7.1974]

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 39—Para Nos. 4.51 to 4.53)

The Committee note that the daily average number of wagons loaded in the West Bengal and Bihar coalfields during 1971-72 was 5647 while during the first ten months of the current year (1972-73), there was marginal improvement, the figure being 5683. It is however, still considerably short of the daily average loading target of 6800 wagons and the actual daily loading of 6,242 wagons during 1969-70 which was a "normal year".

While the Committee realise that coal movement may have suffered during 1970-71 and 1971-72 due to certain reasons beyond the control of the Railways, they are constrained to observe that the position has not shown any appreciable improvement during the current year in so far as the daily average loading is short of the target by as much as 900 wagons. It is no surprise, therefore, that there has been a general complaint by the industry and public about shortage of coal which in certain cases has seriously affected production. This is also reflected in the memorandum submitted to the Committee by Chambers of Commerce etc.

The Committee cannot emphasise too strongly the imperative need on the part of the Railways to step up coal movement particularly in the above Moghulsarai direction in their own as well as larger national interest.

Reply of Government

The loading of coal in the Bengal-Bihar fields during 1972-73 which was at a level of 5684 wagons in the first ten months of the year improved to 5698 wagons per day as compared to 5647 wagons per day for the whole year of 1971-72. Although law and order conditions in the Eastern Sector slightly improved in 1972-73, there were other factors, which affected railway operations and immobilised a large number of wagons, ultimately preventing any sizeable improvement in coal loading. The following were some of the main cases:—

- (a) Severe power cuts and frequent interruptions in power supply from the DVC and the Bihar State Electricity Board affected train running on the electrified routes of Eastern and South Eastern Railways. These power cuts also affected the working of loco sheds, wagon repairs sheds, marshalling yards, stations and cabins, resulting, in slowing down in movement of trains on the Railways.
- (b) Student and public agitations in Punjab and Haryana, strike by the State Electricity Board, U.P. followed by Mulki Rule Agitation in Andhra Pradesh area, immobilised a large fleet of railway wagons in loaded condition, resulting in inadequate availability of wagons for coal loading.
- (c) Releases of wagons by different consumers were very sluggish during the year, particularly in Calcutta area. The percentage of release of loaded wagons placed for

unloading in Calcutta/Howrah area had dropped from the level of about 80 per cent in 1969-70 to about 65 per cent during this period. Detentions to wagons in the steel plants and washeries also continued to be high.

- (d) On account of the drought conditions and shortage of foodgrains in different parts of the country, more foodgrains were loaded in Punjab and Haryana areas even during monsoon months of 1972-73 and this high level of loading continued till the end of December, 1972. Foodgrains wagons were to be despatched to the farthest corners of the country like States of Kerala and Tamil Nadu and as a result there was comparatively less materialisation of wagons for coal loading in the Bengal-Bihar coalfields.

2. After the nationalisation of the non-coking coal mines on 31st January, 1973, the Ministries of Mines and Railways are making concerted efforts not only to improve coal loading but also to devise ways and means of ensuring more equitable distribution of coal among the different consumers. A High Level Committee under the Chairmanship of Deputy Minister of Steel & Mines has been constituted to look into the problems of efficient loading, distribution and transport of coal and to ensure equitable supplies of coal to different users.

3. The organisation on the field has also been strengthened by appointing a Director, Rail Movement at Calcutta. A Joint Cell has been set up under his Chairmanship with the representation of Coal Mines Authority Ltd. and Bharat Coking Coal Ltd. to look into the problems in regard to loading and the equitable distribution of coal to different consumers in greater detail.

It is hoped that if normal conditions prevail without serious staff and public agitations affecting train running, coal loading in the Bengal-Bihar fields will improve, giving a larger share of movement also to the consumers in the above Mughalsarai direction.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226 dt. 15th March, 1974].

Further information called for by the Committee

Please furnish figures of the average daily coal loading during 1973-74 together with reasons for shortfalls, if any.

L.S.S. O.M. No. 14/73-RCC dt. 13-6-1974)

Reply of Government

The average daily coal loading in West Bengal-Bihar coalfields during 1973-74 was 5112 wagons as against 5698 wagons in 1972-73. The shortfall was mainly due to the following reasons:

- (i) Severe power cuts in the Eastern Sector affected coal production as well as rail movement, particularly on the Eastern and South Eastern Railways during the months of April, May and June, 1973. In June and July, massive foodgrain loading that was done to meet the emergency created by the drought conditions in different parts of the country resulted in less wagon availability for coal loading.
- (ii) In August and September 1973, train movements were disrupted in Bengal-Bihar fields, particularly by the Locomen strike and spate of other staff agitations obstructing rail movements. There was also a large hold up of wagons on the North-South route on account of the agitation on the Sholapur Division for nearly a month.
- (iii) Although normal conditions prevailed in October, 1973, coal loading did not improve on account of less coal offered by the collieries during the Puja and other holidays and colliery staff enjoying the holidays.
- (iv) In November, 1973, movement continued to be sluggish because of non-availability of steam locomotives for running of pilots in Katrasgarh, Dhanbad, Pathardih and Jharia coalfields and also in and around Moghalsarai due to the 'Go-slow' agitation by Loco Maintenance staff. In December, 1973 the Levermen and the Cabinmen of the Dhanbad Division abstained from duty in large numbers for a long period, very severely affecting coal loading and movement of trains from the coalfields and Moghalsarai. There was also a severe "Go-slow" on the part of Signal and Tele-communication staff.
- (v) The Loco Running staff of the North East Frontier Railway on their own decided to implement the 10-hour rule and this caused large scale immobilisation of wagons on North East Frontier Railway. Their agitation which began in December continued for a protracted period. In the latter part of December, Locomen strike took place immobilising over one lakh wagons on the Indian Railways. Before the Railways could fully recover from the

Locomen strike, the "Go-slow" agitation of Station Masters and Assistant Station Masters on the South Eastern Railway during the second half of January followed by the Carriage & Wagon staff agitation on different Railways completely disrupted coal loading and train movement in the Bengal-Bihar fields.

- (vi) In February again coal loading did not pick up in Bengal-Bihar fields on account of Carriage & Wagon staff agitation and heavy absenteeism of the Station Masters and Assistant Station Masters in the first half of the month. Even after these agitations were called off, there was a general slowing down of movement, particularly on the South Eastern Railway due to sporadic agitations of both staff and outsiders and wild-cat strikes and stoppage of work by different categories of staff affecting coal loading.
- (vii) In March, 1974 in the first five days the work in yards situated in Calcutta was seriously hampered on account of cable thefts, fights between rival political parties in Naihati area and intimidation of railway staff by miscreants etc. This seriously affected the release of wagons in that sector and wagon availability in the Raniganj fields. The collieries in the Raniganj, Jharla and Karanpura fields reduced their loading by more than 50 per cent on account of colliery and mining labour enjoying holidays during Holi for 3 days. From 10th onwards Guards' agitation started completely disrupting train movement. Even available wagons could not be supplied in the Raniganj area as the Pilots could not be run out due to Guards' agitation. They also obstructed other staff working in these places. This agitation also seriously affected the movement at Moghulsarai, resulting in lesser number of empties coming from Northern Railway for coal loading.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)—4224, dated 27th July, 1974].

Comments of the Committee

Please see Chapter I for Comments.

Recommendation No. 44, para 4.64

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The Committee have already in paras 1.23 to 1.25 stressed the imperative need to forecast realistically the traffic requirements for the movement of steel traffic both raw materials and finished pro-

ducts and provide for their smooth movements during the Fifth Plan. They have also dealt with the question of detention of wagons by the steel plants which adversely affects movements in Paragraph 6.123 of this Report.

Reply of Government

As comments on the issues raised herein have already been furnished under items 3 & 5, no further comments appear necessary.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated 15th March, 1974].

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 69, Para No. 6.36)

If in this connection, the Committee regret to note that while developing the capacity in certain routes, the Railways have been "overtaken" with the problem of change in the pattern of traffic. The Committee consider this to be indicative of inadequate appreciation on the part of the planners of the development schemes of the Railways from the overall and long range point of view. As a very considerable portion of Railways' investment is on fixed assets which cannot be transferred elsewhere, it is of the utmost importance that the Planning of necessary facilities is done most carefully keeping in view the likely changes in the pattern of traffic in foreseeable future.

Reply of Government

The observations of the Committee are noted. It appears that while making these observations, the Committee have in mind the capacity created for movement of traffic in certain areas based on the forecast given by the user Ministries, which could not be utilised fully either due to non-materialisation of traffic or change in the pattern of traffic, such as in the case of the capacity developed during the Third Plan in the steel and coal belt.

In this connection, it will be appreciated that the Railways have to depend on the forecast of production and rail transport requirements given by other user Ministries/public sector undertakings controlling the respective sectors. In quite a few cases, changes in the pattern of traffic cannot always be foreseen. For instance,

during the earlier part of the last decade, we have had to depend on heavy import of foodgrains, for which the Railways had to gear up to undertake movement from the respective ports to the hinterland. In the last 60's, with the onset of the 'Green Revolution', which could not be earlier forecast with any degree of certainty, the movement pattern completely changed, this time from Punjab/Haryana areas to other parts of the country. Then again the position changed with the sudden drought last year, when we had to revert back to imports. These changes in the pattern of food-grain traffic are such which depend on the vagaries of weather and cannot be foreseen. A more recent example of unforeseen changes is the current oil crisis. Until only a few month's back we were planning on the basis of a heavy increase in the refining capacity in the country and the question of curbing the consumption of petroleum products could not have been foreseen. With the sudden change in the oil situation during the last few months, the entire concept is undergoing a change with its consequent repercussions not only on rail transport requirements but also the traction policy of the Railways. A large number of industries and power houses which had hitherto been dependent on oil would, of necessity, have to switch over to coal and to that extent there is bound to be a change in the pattern of rail movement.

Nevertheless, as explained earlier while formulating the traffic forecast, the Railways are guided by the assessment given by the various user Ministries in consultation with the Planning Commission. The Railways have to accept the same and provide for it, least the Railways become a bottleneck in the event of the projected traffic coming up.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated 15th March, 1974].

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 71, Para No. 6.41)

The Committee feel that one of the reasons for empty haulage may well be the availability of special type of wagons in larger number. The Committee would like the Railways to examine the causes of empty haulage in detail and take concrete measures to reduce the incidence to the absolute minimum.

Reply of Government

The recommendations of the Committee have been noted. The causes of empty haulage have already been examined and various steps taken to reduce its incidence to the absolute minimum. The Ministry of Steel & Mines have also been requested to explore the possibility of accepting most of their raw materials in Box type of wagons so that the manufacture of special type of hoppers for this purpose could be dispensed with. This matter is being pursued further.

Further information called for by the Committee

(a) Please furnish the latest date about the incidence of empty haulage on the Railways (Zone-wise).

(b) The reactions of the Ministry of Steel & Mines to the proposal of the Ministry of Railways may also be indicated.

(L.S.S. O.M. No. 1/4/72-RCC dt. 13.6.1974)

Reply of Government

(a) A statement showing the incidence of empty haulage on the Railways (zone-wise) for the years 1972-73 and 1973-74 is enclosed.

(b) The matter is still being pursued with the Ministry of Steel & Mines.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4224, dated 27th July, 1974].

STATEMENT SHOWING THE INCIDENCE OF EMPTY HAULAGE OF WAGON (ZONE-WISE) ON INDIAN RAILWAYS [WAGON KMS (GOODS & MIXED) OF ALL TRACTION] DURING THE YEARS 1972-73 AND 1973-74

	Central Rly.	Eastern Rly.	Northern Rly.	N. E. Frontier Rly.	Southern Rly.	South Central Rly.	Western Rly.
BROAD GAUGE							
1972-73	415895449	532817062	487362476	11687712	136937785	180345554	591065265
1973-74	441730529	500037282	478924766	8348787	145721718	181682820	493303934
							259809044
							292026720

METRE GAUGE

	Central Rly.	Northern Rly.	N. E. Railway	N. F. Railway	Southern Railway	S. C. Railway	Western Railway
1972-73	2470691	37018468	143949231	81468998	59738266	59605355	200151563
1973-74	3162608	53797479	1015234821	71901559	62706241	57361762	178270569

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 83, Para No. 6.124)

The Committee had called for a joint note on the subject from the two Ministries concerned outlining their difficulties and proposals to remedy the situation. The Committee regret to note that the same has not been furnished to them so far.

Reply of Government

Detailed memoranda were submitted to the Committee on the subject of detention to wagons in Steel Plants and repercussions of such detentions on Railways and action taken from time to time to improve matters. The joint report called for by the Committee and referred to in this para, asked the Railways to comment on difficulties experienced by the Steel Plants in side their works, action taken by them etc. The matter was referred to the Ministry of Steel, indicating that a joint note could be made out after that Ministry made out a preliminary note bringing out their point of view. That Ministry did not submit any such report inspite of repeated reminders and this was the reason for the failure to make available this joint note to the Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated 15th March, 1974].

Further information called for by the Committee

Please indicate the latest position in the matter.

(L SS. O.M. No. 1/4/73-RCC, dated 13-6-1974).

Reply of Government

A high-level committee was set up by the Ministry of Steel and Mines to examine, inter alia, the reasons for excessive detention to wagons in the Steel Plants and to suggest ways and means of reducing the same. This committee has since submitted its report which is now under examination in the Ministry of Steel & Mines. With the implementation of such of the recommendations as are finally accepted by that Ministry, the detention to wagons in Steel Plants is expected to go down.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4224, dated 27th July, 1974].

Comments of the Committee

Please see Chapter I for Comments.

Recommendation (S. No. 84, Para No. 6.125)

The Committee note that the whole question of free time allowed to the Steel Plants is under review by a work Study Team which would fix fresh norms, if necessary in the light of present day conditions. The Committee would like the Ministry to report to the next Railway Convention Committee the action taken in pursuance of this study and the results achieved.

Reply of Government

The Study Team have since submitted their reports for Durgapur, Bhilai and Rourkela Steel Plants and revised instructions regarding free time have been issued to the Railways. The Railways have been asked to review the implementation of the recommendations of the Study Team in the periodical meetings held with Steel Plants.

As for other Steel Plants viz. Tata Iron & Steel Co. and Indian Iron & Steel Co., the reports of the Study Team are awaited. The Railway has been asked to expedite their finalisation.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated 10th March, 1974].

Further information called for by the Committee

Please indicate the results of the review in regard to implementation of the recommendations of the Study Team.

(L.S.S. O.M. No. 1/4/73-RCC dt. 13-6-1974).

Reply of Government

The Railways have not yet completed their review and the results thereof will be conveyed to the Committee as soon as they are received.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4224, dated 27th July, 1974].

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 85, Para No. 6.126)

The Committee are surprised why the Study Team to go into the problems of detention of wagons by the Steel Plants was not

constituted earlier when the problem is existing for a long time. The Committee would like that the result of the working of the suggestions made by the Study Team should be reviewed by a High Powered Committee before the mid term appraisal of the Fifth Five Year Plan so that timely measures could be taken to remedy the situation.

Reply of Government

Initially, a Study Team was appointed in 1960 to examine the working of Steel Plants. The free time for different types of wagons was fixed in 1964 on the basis of the report of this Study Team. Another study was ordered in 1968. After a detailed examination of the internal working of different Steel Plants, the Team submitted its report in 1972. The Railways have already been asked to review the implementation of the accepted recommendations of the Study Team in the periodical meetings with Steel Plants. The matter will also be reviewed by the Railway Board during the Fifth Five Year Plan.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated 15th March, 1974].

Comments of the Committee

Please see Chapter I for comments.

Recommendation (S. No. 66, Para No. 6.127)

The Committee were given to understand that one of the reasons for heavy detentions was the shortage of locomotive power available with the Steel Plants. The Committee see no reason why this shortcoming could not be rectified so far. With the expertise achieved by the Railways in manufacturing locos of all types, it should have been possible for Government to help the Steel Plants in meeting shortages of locomotive power. The Committee would like the Government to take necessary action in this direction without further delay.

Reply of Government

1. Ministry of Railways (Railway Board) had decided as far back as in February 1967 that Chittaranjan Locomotive Works (CLW) would, as far as possible, undertake the manufacture of Diesel Locomotives for Public/Private Sectors such as Ports, Steel

Plants, Fertilisers Corporation etc. So far CLW have already supplied as many as 53 locomotives as detailed below:—

Ports	22
Steel Plants	16+4 (on hire basis)
Fertilizer Units	6
Indian Oil Corporation	1
National Mineral Development Corporation	2
Durgapur Project	2
	49+4

1.1. CLW also propose to deliver 17 more locomotives during the close of the current financial year (i.e. by end of March 1974) 10 to Ports, 4 to FCI's and 3 to Electricity Boards.

2. Originally Steel Plants had indicated their requirements of diesel shunters during the 4th Plan period as only 22 locos. Railways made a commitment to supply the same within the 4th Plan Period. Subsequently much later, HSL successively made upward revisions of their requirements of locomotives for steel plants raising the number from 22 indicated originally to as high as 118 as follows:—

February 67	22
December 69	41
March 70	99
December 70	118

2.1. Obviously, such a belated assessment of locomotives required for steel plants of this high order would have upset planned developments of manufacture to meet the requirements from indigenous production. It will be appreciated that it takes time to increase production capacity not only in CLW but also in the indigenous industry from whom various major components are procured for the manufacture of these locomotives. After reviewing the entire position at the meeting of Secretaries held on 26-12-1970 and taking into consideration the need for restricting imports of locomotives to the barest minimum in order to meet the interim requirements of locomotives for steel plants, it was decided that only requirements of locomotives for the steel industry upto and including 1972-73 might be imported and the balance produced in CLW.

2.2. Indigenous clearance for importing 91 locomotives was given to the Ministry of Steel. Subsequently, on re-examination it was decided to produce 28 more Diesel Shunters indigenously and the clearance was reduced to 63 locomotives. These 63 locomotives were ordered (51 nos. from Czechoslovakia and 12 from USA) by various Steel Plants. Out of these 63 locomotives 55 (12 nos. from USA and 43 nos. from Czechoslovakia) were ordered in Feb/March '71 and 8 nos. in October '71. In addition, Bhilai Steel Plant also imported 37 locomotives from Russia as part of their project report for setting up of one million ton plant at Bhilai. At that time it was decided that the remaining requirements of the Steel Plants both in Public and private sectors would be met by CLW and that the Steel Plants would not be permitted to import any more locomotives during the remaining part of the 4th plan period. As per decision, CLW were to supply $22+28=50$ Diesel Shunters to the various Steel Plants during the 4th Plan period. However, in a meeting held on 7-7-72 in the Ministry of Steel, it was decided to permit Steel Plants to import 10 more Diesel Shunters. Necessary clearance for the import of these 10 Diesel Shunters was also accorded on 24-11-1972.

Another meeting was held with the Ministry of Steel on 10-1-73. It was advised in this meeting that beyond the 16 (including 4 nos. on hire) Diesel Shunters already supplied to the various steel plants and the 4 Diesel Shunters required by M/s Indian Iron and Steel Co. there was no further prospect of any order being placed by the other Steel Plants for this type of locomotives. It will be seen that whereas as at one stage the Ministry of Steel were protesting that Steel Plants were not getting locomotives from Chittaranjan Locomotive Works, they had refused to accept any more locomotives during the 4th plan period.

According to the report of the Technical Committee on Standardisation of locomotives for Steel Plants, the requirements of Diesel Shunters for Steel Plants during 5th Plan period have been assessed as under and the issue regarding their manufacture is under consideration.

	1974	75	76	77	78	total	79	80	81	82	83	total
	75	76	77	78	79		80	81	82	83	84	
WDS6 (1400HP)	13	10	12	11	12	58	11	5	2	6	..	82
WDS7/8 (700HP)	19	21	16	24	35	115	43	15	16	10	25	224

M/o Railways (Railway Board) O.M. No. 73-B(RCC)—4226
dated 15th March, 1974].

Comments of the Committee

Please see Chapter I for Comments.

Recommendation (Sl. No. 87, Para No. 6.128)

The Committee would further suggest that for future steel plants and for expansion of the existing steel plants, the Railway Experts should be closely associated at the planning and ordering stage to obviate recurrence of such bottlenecks and difficulties.

Reply of Government

The Ministry of Steel and Mines while noting these observations have stated that the Railways are already being associated with the various steel plants projects as recommended by the Committee.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated 15th March, 1974].

Comments of the Committee

Please see Chapter I for Comments.

Recommendation (S. No. 88, Paras No. 6.129 & 6.130)

The Committee consider that some of the difficulties faced by the Steel Plants in the matter of quick releases, are the creation of the Railways themselves. Bunching of trains at their own convenience without regard to the handling capacity of the Plants, undoubtedly causes considerable difficulty and results in hold-up of wagons. The Committee have referred to the memorandum of the Hindustan Steel Ltd. on this subject in an earlier chapter. The Committee find some substance in the contention of the Hindustan Steel that just as demurrage is payable by the Steel Plants for detention of wagons beyond a specific time, the Railways should also suffer penalties for their default in keeping to their programme of supply of wagons. Although it may not be practicable for operational reasons and other factors beyond the control of the Railways to ensure supplies according to the schedule programme at all times, the Committee would like the Railways to ensure that bunching of trains in quick succession does not occur save in very exceptional circumstances.

Reply of Government

Bunching of raw material trains into Steel Plants arises as a result of various factors over many of which Railways may have no control. Raw materials of different types are drawn by the Steel

Plants from different sources. In some cases the same raw material is drawn by the same Steel Plant from different sources. For example, Rourkela gets its iron ore requirements met from nearby Barsua and Kalta mines on Bondamunda-Barsua line and also from the Barajamda area, which is over 200 Kms. way from the Steel Plant. Similarly, Bokaro also draws its requirement of iron ore from two different sources—Noamundi and Kiriburu. When raw materials are drawn from different sources spread out so widely, it is very difficult to ensure absolute regularity in their arrivals into the exchange yard. The position is made worse by the erratic pattern of loading at the mines, errative pattern of unloading at the Steel Plants and equally erratic pattern of acceptance of loaded trains from the exchange yard. Detention to wagons at the loading points for loading are quite common in all the mines, which pay heavy demurrage to the Railways on this account. Similarly detentions to wagons in the Steel Plants for unloading are also very heavy and these excessive detentions have been brought to the notice of the Committee in the various memoranda submitted to them. Ensuring absolute regularity in the arrival of raw material trains is, therefore, a matter which the Steel Plants themselves can greatly help by quicker release of wagons and freer acceptance of raw material trains from the exchange yards. Very close co-ordination is maintained by the Railways in this regard with the Steel Plants through the agency of the Area Officers posted at each Steel Plant yard.

2. However, in order to offset the adverse affects of bunching on operations inside the Steel Plants, Railway exchange yards have been provided outside the Plants. Trains bringing different raw materials etc. are terminated here and the Steel Plants draw these loads subsequently at regular intervals at their convenience. These exchange yards therefore, provide the necessary cushion for avoiding any undue interference with the internal working of the Steel Plants, as the time and frequency of the arrival of these loads in the Exchange yards does not have an immediate and direct impact on their internal working.

[Ministry of Railways (Railway Board) O.M. No. 73-B(RCC)-4226, dated 15th March, 1974].

Comments of the Committee

Please see Chapter I for Comments.

NEW DELHI;
April 6, 1975.

Chaitra 26, 1997 (S)

B. S. MURTHY,
Chairman,

..Railway Convention Committee.

APPENDIX

(Vide Para 4 of Introduction)

Analysis of the action taken by Government on the recommendations contained in the Fifth Report of the Railway Convention Committee, 1971.

I. Total Number of recommendations	96
II. Recommendations which have been accepted by Government (<i>vide</i> recommendations at Sl. Nos. 14-16, 19-29, 31-34, 36-38, 40-43, 45-48, 50-54, 56-58, 59-61, 64-68, 73-77, 79-82, 89-96.	
Number	60
Percentage to total	62.5%
III. Recommendations which the Committee do not desire to pursue in view of the Government's reply (<i>vide</i> recommendations at Sl. Nos. 17, 18, 30, 49, 55, 57, 60, 62, 63, 70, 72 and 78.	
Total	12
Percentage to total	12.5%
IV. Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>vide</i> recommendations at Sl. Nos. 1-13, 35, 39, 44, 69, 71, and 83-88.	
Total	24
total	25%